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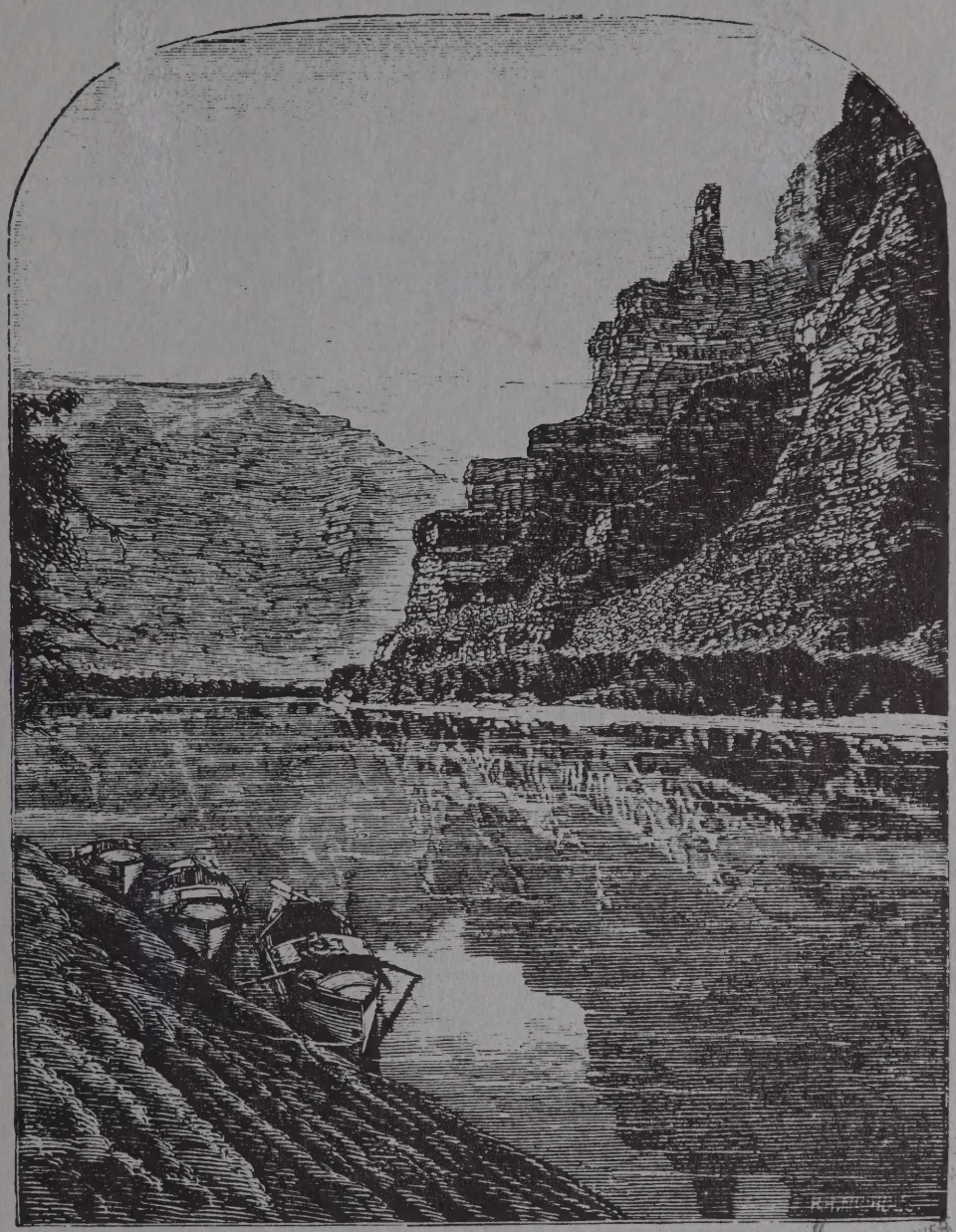

WATERPOWER CLASS
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CONSERVATION
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ESOLATION AND GRAY CANYONS OF THE GREEN RIVER RIVER MANAGEMENT PLAN

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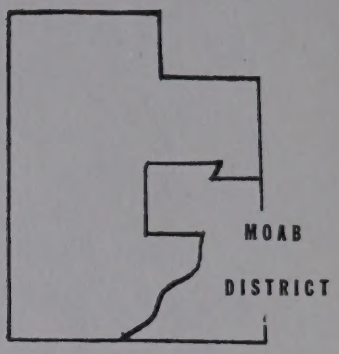
U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RIVER MANAGEMENT PLAN
FOR THE
GREEN RIVER
IN
DESOLATION AND GRAY CANYONS



Prepared:

June, 1979
Price River Resource Area
Moab District
Bureau of Land Management

Prepared by:

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Signatures:

Leon E. Berggren — Area Manager — 6/25/79 — Date

S. Gene Day — District Manager — 6/25/79 — Date

State Director — 6/29/79 — Date

#5986911 ID:99022232 GV

United States Department of the Interior

IN REPLY REFER TO
8320
(U-060)

BUREAU OF LAND MANAGEMENT
Moab District
P. O. Box 970
Moab, Utah 84532

NOV 02 1979

Dear River User:

Enclosed for your information is a copy of the River Management Plan for Desolation and Gray Canyons portion of the Green River.

In the past few years, use of Desolation and Gray Canyons of the Green River for recreational float boating has increased tremendously. Management activity by the Bureau of Land Management has also become much more intensive.

The seven management objectives found on pages 19 and 20 of the plan spell out the long term goals for management action on Desolation and Gray Canyons. Based on the present knowledge, the seventeen management actions beginning on page 21 are intended to implement the management objectives until changes are needed.

The River Management Plan is a recreation use management plan. It provides a framework for management decisions and actions relating to river management in Desolation and Gray Canyons. This plan has been prepared to protect the resource and to meet the needs of the recreational users. Coordination has been carried out to ensure that the provisions of the River Management Plan result in minimum conflict with other multiple use resource management values.

The first draft was issued during the fall of 1978, and the final draft was issued during the spring of 1979. During the comment periods on the draft and final draft, numerous comments were received from the public. These comments were of excellent quality and offered many relevant and pertinent contributions to this management planning effort. Many of these comments resulted in modifications of the draft and final draft plans.

Again, we appreciate the comments, both verbal and written.

Sincerely yours,

S. [illegible]

District Manager

Enclosure:
River Management Plan

AMERICAN REVOLUTION BICENTENNIAL 1776-1976

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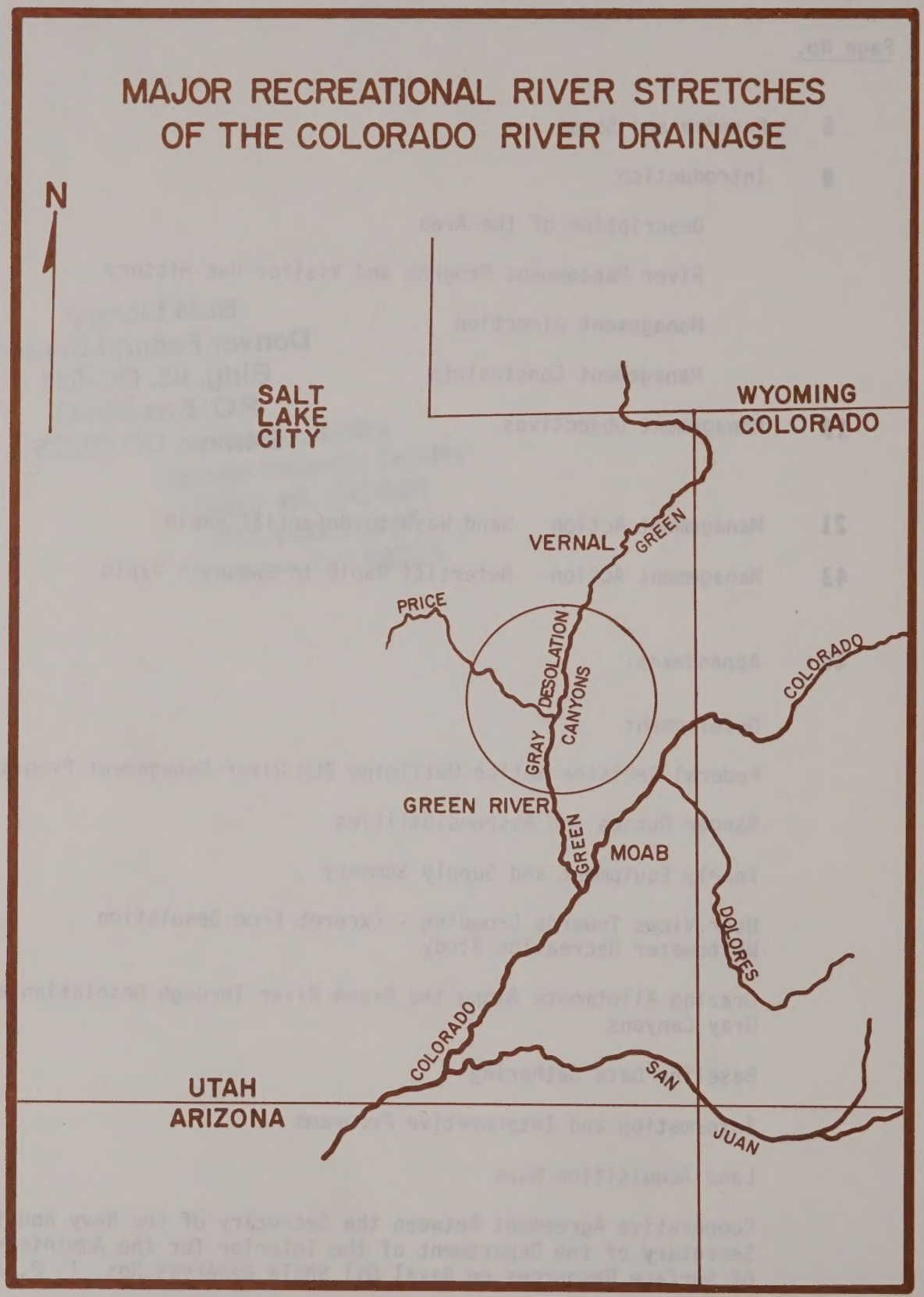
MAJOR RECREATIONAL RIVER STRETCHES
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SALT
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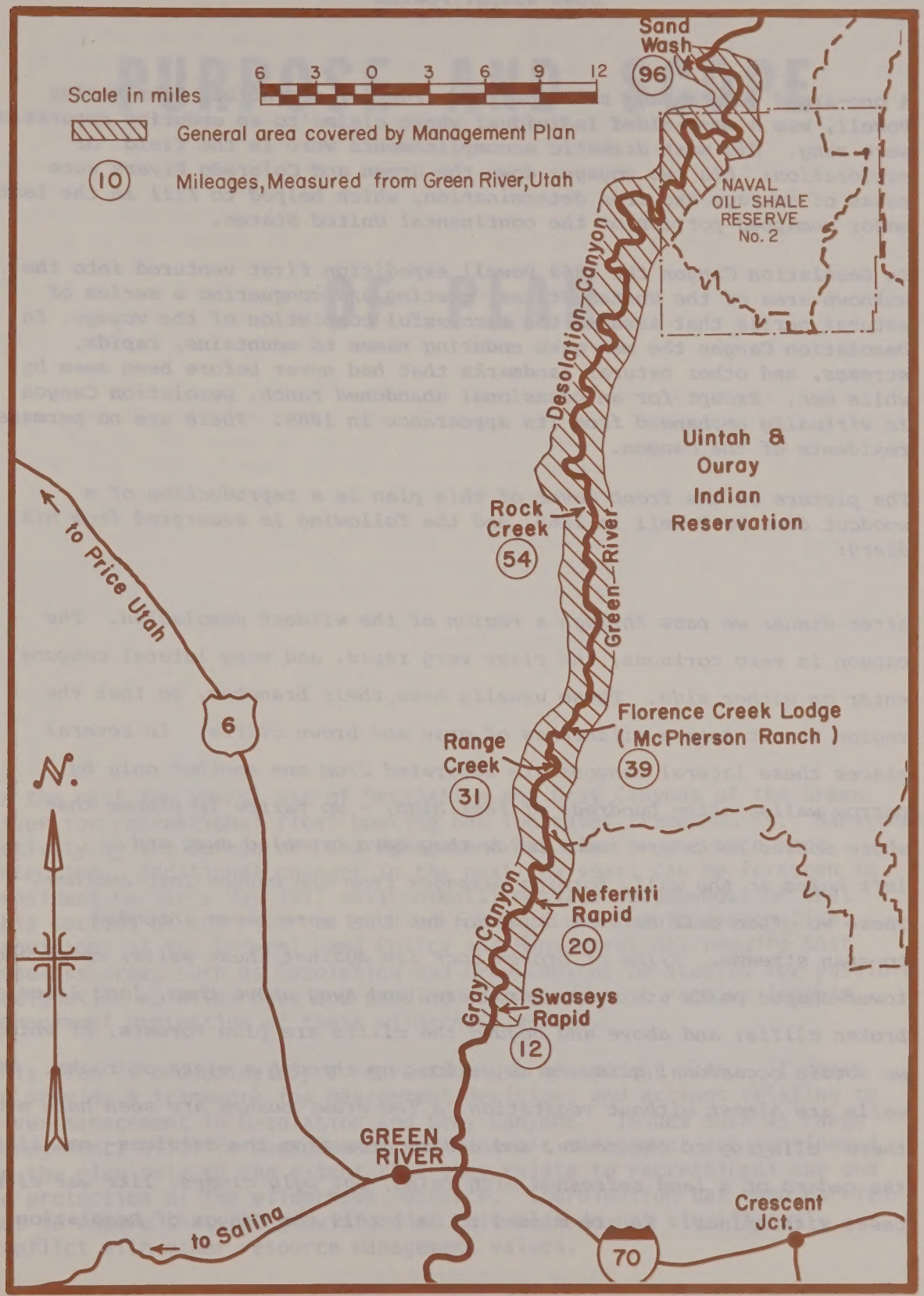
ARIZONA

Desolation & Gray Canyons of the Green River



JOHN WESLEY POWELL

A one-armed veteran and self-educated frontier scientist, John Wesley Powell, was a many-sided individual whose claims to an enduring reputation were many. His most dramatic accomplishments were in the field of exploration: his two voyages down the Green and Colorado Rivers were sagas of courage and iron determination, which helped to fill in the last major unmapped portion of the continental United States.

In Desolation Canyon the 1869 Powell expedition first ventured into the unknown area of the United States, meeting and conquering a series of natural perils that assured the successful completion of the voyage. In Desolation Canyon the men gave enduring names to mountains, rapids, streams, and other natural landmarks that had never before been seen by white men. Except for an occasional abandoned ranch, Desolation Canyon is virtually unchanged from its appearance in 1869. There are no permanent residents of the canyon.

The picture on the front cover of this plan is a reproduction of a woodcut done by Powell in 1869, and the following is excerpted from his diary:

After dinner we pass through a region of the wildest desolation. The canyon is very tortuous, the river very rapid, and many lateral canyons enter on either side. These usually have their branches, so that the region is cut into a wilderness of gray and brown cliffs. In several places these lateral canyons are separated from one another only by narrow walls, often hundreds of feet high, - so narrow in places that where softer rocks are found below they have crumbled away and left holes in the wall, forming passages from one canyon into another. These we often call natural bridges; but they were never intended to span streams. Piles of broken rock lie against these walls; crags and tower-shaped peaks are seen everywhere, and away above them, long lines of broken cliffs; and above and beyond the cliffs are pine forests, of which we obtain occasional glimpses as we look up through a vista of rocks. The walls are almost without vegetation; a few drawf bushes are seen here and there clinging to the rocks, and cedars grow from the crevices- not like the cedars of a land refreshed with rains, but ugly clumps, like war clubs beset with spines. We are minded to call this the Canyon of Desolation.

PURPOSE AND SCOPE OF PLAN

In the past few years, use of Desolation and Gray Canyons of the Green River for recreational float boating has increased tremendously. Management activity by the Bureau of Land Management has also become much more intensive. Additional changes in the next few years can be foreseen in President Carter's May 1977 environmental message recommendation that this section of the river be studied for Wild and Scenic designation. Provisions of the Federal Land Policy and Management Act require that roadless areas such as Desolation and Gray Canyons be studied for possible designation as wilderness and pending such study must receive interim management protection of their wilderness values.

This plan is predominately a recreation use management plan. It seeks to provide a framework for management decisions and actions relating to river management in Desolation and Gray Canyons. Issues such as range management, wildlife management, and minerals management are considered in the plan only to the extent that they relate to recreational use and to protection of the wilderness resource. Coordination has been carried out to ensure that the provisions of this plan do not significantly conflict with other resource management values.

The land area covered by this plan includes the public lands adjacent to the Green River between Sand Wash, located in the southwest corner of Uintah County, and Swasey's Rapid, located about 10 miles north of the town of Green River, Utah. Most of the management actions identified in this plan will have their primary impact on lands immediately adjacent to the river. The general land area covered by the plan is shown on the map at the front of this document. This is generally a visual corridor limited to what can be seen or heard from the river. (See Illustration #1) This corridor ranges from one-half to two miles from the river but averages about one mile in width. This corresponds to special stipulations placed on oil and gas leasing in this area in 1975. This is documented in an environmental analysis on file in the Moab District Office. Popular side canyon hiking areas, such as Rock Creek, also receive consideration in this plan. Lands along the eastern side of the river from approximately Tabyago Canyon to Coal Creek lie within the Uintah-Ouray Indian Reservation.

Administrative use is not included in the use allocations nor are administrative personnel strictly bound by the recommendation in the pursuit of their duties. Nevertheless, we pledge to honor the spirit of the plan and to maintain administrative use at the lowest level possible consistent with the need to implement the plan.

Throughout this plan, unless otherwise specified, the word "wilderness" refers to the type of recreational experience the visitor may encounter while traveling through Desolation and Gray Canyons. A person can have a wilderness type, recreational experience even though the area is not officially designated a Wilderness Area.

UPPER DESOLATION CANYON

VISUAL CORRIDOR

This sketch illustrates the visual corridor concept as it applies to typical cross sections in Desolation and Gray Canyons.

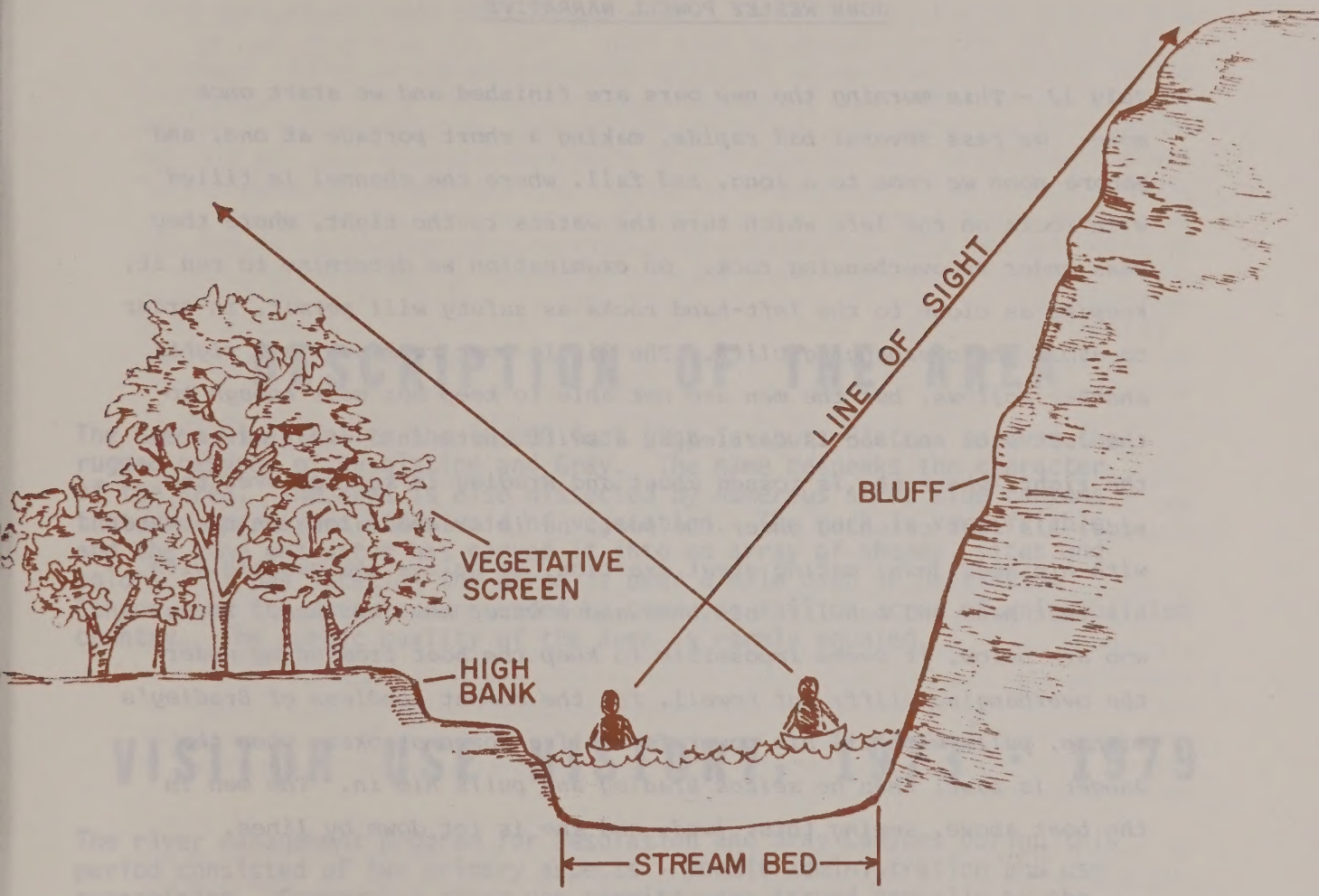


ILLUSTRATION 1

JOHN WESLEY POWELL NARRATIVE

July 12 - This morning the new oars are finished and we start once more. We pass several bad rapids, making a short portage at one, and before noon we come to a long, bad fall, where the channel is filled with rocks on the left which turn the waters to the right, where they pass under an overhanging rock. On examination we determine to run it, keeping as close to the left-hand rocks as safety will permit, in order to avoid the overhanging cliff. The little boat runs over all right; another follows, but the men are not able to keep her near enough to the left bank and she is carried by a swift chute into great waves to the right, where she is tossed about and Bradley is knocked over the side; his foot catching under the seat, he is dragged along in the water with his head down; making great exertion, he seizes the gunwale with his left hand and can lift his head above water now and then. To us who are below, it seems impossible to keep the boat from going under the overhanging cliff; but Powell, for the moment heedless of Bradley's mishap, pulls with all his power for half a dozen strokes, when the danger is past; then he seizes Bradley and pulls him in. The men in the boat above, seeing this, land, and she is let down by lines.

Just here we emerge from the Canyon of Desolation, as we have named it, into a more open country, which extends for a distance of nearly a mile, when we enter another canyon cut through gray sandstone.

INTRODUCTION

DESCRIPTION OF THE AREA

The Green River splits the 10,000 foot high Tavaputs Plateau to form the rugged canyons of Desolation and Gray. The name bespeaks the character of the area. The area is also dissected by numerous steep side canyons that are sparse and often void of vegetation. The rock is very friable and the wind and water has carved it into an array of shapes, sizes and colors. At one location the gorge is over a mile deep in Desolation Canyon, and the area is surrounded by over one million acres of uninhabitated country. The scenic quality of the area is rarely equaled.

VISITOR USE HISTORY, 1973 - 1979

The river management program for Desolation and Gray Canyons during this period consisted of two primary aspects - permit administration and use supervision. Commercial river use permits were issued annually by the BLM Moab District Office. Each permittee received a permit based on his established allocation. Private river permits were issued on request beginning March 1 of each year. There was no system for launch date or campsite reservations; however, users who requested a permit to launch on a day which was heavily booked were generally informed of that situation. Although permits were issued out of the Area Offices, they were subject to final river ranger approval at the launch point upon completion of a prelaunch check (for compliance with permit stipulations and State boating safety regulations).

At one time there was little need for any controls or management along the shores or canyons of the Green River through Desolation and Gray Canyons. However, as popular rivers became crowded, users were forced to seek out other, less popular rivers to find the particular type of wilderness experience they were looking for. Desolation and Gray Canyons of the Green River proved to be one of the areas they turned to. It wasn't long until these canyons became extremely popular.

BLM decided to monitor the river use in the canyons beginning in 1973. From 1973 to 1975 use increased over 250%. This may have been due to closer use supervision which resulted in more accurate records. Use figures soared from 9,000 passenger days to 24,000 PD's in two seasons of use. (A passenger day, or PD, is defined as one user on the river for any portion of one calendar day.) This rapid growth required BLM to provide some type of management to curtail any overuse. The needs arose to control use and provide recreationists with a safe and enjoyable trip by providing adequate information on safety precautions, water conditions, proper camping techniques and a general education on the fragile arid environment.

The Bureau of Land Management hired two river rangers in 1973. They monitored river use and periodically patrolled the canyons to clean up campgrounds and do public relations work. Support from the Department of the Navy (now from the Department of Energy following its creation) was provided to manage the area withdrawn under Naval Oil Shale Reserve No. 2. This support was in the form of an annual budget and supplemented BLM funds.

An occasional trip proved to be of little value as the rangers found themselves falling behind on campground maintenance. To correct this situation, in 1976 the Bureau hired four rangers and a river manager to supervise and run the logistics of the river program. River trips increased to four river trips per month. Several large cleanup trips were organized to catch up on the fire pit and litter problem from past years. River users were informed at the launch site how to properly handle and care for fires and litter.

To insure campgrounds a rest and an opportunity to reestablish vegetation, sites were periodically closed to camping. Trips were set up for photo plots to monitor impacts on the major campgrounds in relation to vegetation, soil, and bank erosion. These trips were made during the spring, summer, and fall.

MANAGEMENT DIRECTION

Starting in the 1974 season, commercial and/or private permits were required of all users, and a use ceiling of 30,000 passenger days was set up for the season of May 1 to September 30. Approximately 20,000 PD's were allocated to commercial use and 10,000 PD's to private use. All outfitters who could show a history of use received an allocation at that time of at least 400 PD's.

It was a stated management goal to split the allocation on a 50-50 basis between private and commercial use. Because of the number of outfitters having a history of use, this was not possible. Management direction up to 1979 was to allot any available PD's to the private sector until the equal split was achieved.

The BLM has endeavored for several years to collect data which will provide an estimate of visitor use in Desolation and Gray Canyons. The information which follows is the result of that effort. In interpreting this information, the reader should be aware that over the last several years, as management activity has increased it has become possible to obtain more accurate data. The data for the 1976, 1977 and 1978 seasons is much more accurate than data from preceding use seasons.

Table I contains estimates of visitor use for the 1973-1978 seasons in terms of passenger days. Private passenger days include all use made on noncommercial permits. The commercial passenger day category includes the use made by paying passengers riding with a commercial operator. Commercial boatman days are composed of the use made by an operator and his employees in the course of running commercial river trips. The administrative category includes that use made by resource management personnel during BLM patrol trips. From this table, it can be seen that visitor use on the river has increased substantially in the last five years with the most spectacular increase in use being derived in the private use sector.

Table II contains a more detailed breakdown of use statistics for the 1976 through 1978 seasons. Table II indicates that during these three years private river running parties have slightly, but not significantly, outnumbered commercial parties. Commercial parties tend to be somewhat larger than private parties, and they tend to spend approximately one less day per trip on the river. Commercial parties also use motors more frequently than do noncommercial parties. An important point to be noted from the data in Table II is that although private parties slightly outnumbered commercial parties, the number of river users in the commercial sector outnumbered the private sector by several hundred persons each year.

TABLE I

Visitor Use Estimates - Passenger Days

	1973	1974	1975	1976	1977	1978
Private Passenger Days	2,000	4,500	11,000	13,300	13,200	13,175
Commercial Passenger Days	8,500	9,000	13,500	12,700	13,200	13,564
Commercial Boatman Days	*	*	*	2,800	2,950	3,000
Administrative (BLM)	*	*	*	425	550	310
TOTAL USE				29,225	29,900	30,049

*Data Not Available

TABLE II

Supplemental Visitor Use Data

	1976			1977		
	Private	Commercial	Total	Private	Commercial	Total
User Days	12,326	11,846	24,172	12,314	12,476	24,790
Number of Users	2,383	2,806	5,189	2,188	2,758	4,946
Number of Parties	188	181	369	195	179	374
Average Party Size	12.7	15.5	14.1	11.2	15.4	13.2
Average Days/Trips	5.4	4.2	4.7	5.8	4.5	5.0
Number of Parties Using Motors	25	79	104	12	101	113

	1978		
	Private	Commercial	Total
User Days	14,298	14,227	28,525
Number of Users	2,819	3,122	5,941
Number of Parties	255	203	458
Average Party Size	11	15.4	13.2
Average Days/Trips	5.1	4.6	4.8
Number of Parties Using Motors	28	96	124

Table III presents the distribution of visitor use by month over the use season. This table basically indicates that visitor use is quite low through April and early May, suddenly jumps to a very high level in late May reaching a peak at the Memorial Day weekend, remains high through June, and then slowly tapers off during July and August with September being a relatively slow use period.

In addition to the visitor use data collected by the Bureau of Land Management, there is a study report prepared by the Institute for the Study of Outdoor Recreation and Tourism at Utah State University. This report contains a study of the characteristics and attitudes of river recreationists on Desolation and Gray Canyons. Data for the report was gathered by interviewing individuals at the termination of their trip through the canyons during the 1976 use season.

The data reveals that river users in Desolation and Gray Canyons tend to be young, well educated, urban residents. A surprisingly high proportion of river users were on their first trip down Desolation and Gray Canyons. Private users were more likely to have floated other rivers than were commercial passengers.

BOATS AT GOLD HILL - MILE 81

TABLE III

Use Distribution

		March/April	May	June	July	August	September	October	Total
1976	Parties	12	67	103	90	75	18	4	369
	Percent	3	18	28	25	20	5	1	100%
1977	Parties	9	78	120	82	64	17	4	374
	Percent	2	21	32	22	17	5	1	100%
1978	Parties	15	72	123	127	92	24	6	458
	Percent	3	16	27	28	20	5	1	100%

MANAGEMENT CONSTRAINTS

Management planning and decision making for the public lands occurs within a framework of law, regulations, policies and commitments that guide and constrain the choice of management objectives and the means for achieving those objectives. The following provides a brief overview of mandates, guidelines, and commitments which influence management planning for Desolation and Gray Canyons of the Green River.

The Federal Land Policy and Management Act of 1976 (FLPMA) provides the general authority for BLM management of public lands. Among other things, this legislation declares as national policy that:

> "the public lands be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource and archaeological values; that, where appropriate, will preserve and protect certain public lands in natural condition; that will provide food and habitat for fish and wildlife and domestic animals; and that will provide for outdoor recreation and human occupancy and use."

Section 603 of FLPMA requires the Bureau to review all roadless areas containing 5,000 acres or more of public land to identify those areas which have wilderness characteristics as defined by the Wilderness Act. Until Congress makes a decision whether or not to designate such areas as wilderness, the Bureau is required to manage those areas in a manner that would not impair their wilderness value. Desolation and Gray Canyons fall within a roadless area which far exceeds 5,000 acres in extent and which has been identified in the Management Framework Plan (1974) as having primitive characteristics.

The potential for wilderness designation of Desolation and Gray Canyons, combined with the requirements of FLPMA to protect wilderness values pending Congressional decisions, makes certain provisions of the Wilderness Act relevant to management of Desolation and Gray Canyons. In stating broad policy for wilderness, the Wilderness Act provides guidance for management by stating that wilderness areas shall be administered for:

> "...the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness."

This area must go through a separate study process to determine its wilderness characteristics. Only after this study process will any recommendations be made as to future wilderness designations. Congress will make the final decision.

The Green River has been identified during several past Administrations as having potential for Wild and Scenic River status. The recommendation in President Carter's 1977 environmental message to study the Green River is the most recent suggestion.

The designation of Desolation Canyon in 1969 as a National Historic Landmark represents a commitment to manage the canyon to protect its unique, historic values. The National Historic Landmarks Program was established under the Historic Sites Act of 1935 to identify and protect historic sites, buildings, or areas of national significance. Desolation Canyon was designated to commemorate the voyages of John Wesley Powell down the Green and Colorado Rivers. Desolation Canyon was selected for this commemorative role for a variety of reasons. It was here in 1869 that the Powell expedition first ventured into unknown territory. This section of the river is virtually unchanged in appearance from what it was in Powell's time. The actual land area included in the offical landmark description extends along the Green River from Nine Mile Creek in Nutters Hole, 45 miles south to Florence Creek. The strip extends one mile on both sides of the centerline of the channel.

The Endangered Species Act specifies that no Federal action can be taken which will destroy or adversely modify critical habitat of an endangered species.

The Green River has been found to contain two endangered fish species, the Colorado squawfish and the humpback chub. The bonytail chub is being proposed as an endangered species, while the humpback or razorback sucker is being proposed as a threatened species. All four of these species, both adult and young-of-the-year, were found in Desolation and Gray Canyons in 1977. This is one of the few places in the Colorado River system where all four species have been found in recent years and where reproduction is known to occur. On this basis, proposed designations were published in the Federal Register September 14, 1978, to identify this section of the river as critical habitat for the Colorado squawfish and the humpback chub. The same consideration will probably be extended to cover the other two species. These designations will make it imperative that management actions in Desolation and Gray Canyons never alter the habitat, which could jeopardize the well being or existence of these species.

The situation is well known in Desolation and Gray Canyons because of fairly intensive inventory efforts for these endangered species. The situation is less understood with respect to other wildlife, and little is known about plant species which might be present in the canyon ecosystem.

It is known that bald eagles are present, which are on the endangered species list. There has also been reported sightings of the American peregrine falcon nesting in the canyon by the Utah State Division of Wildlife Resources, raptor specialist. Should the canyons be identified as critical areas for other endangered species, that designation could have substantial impacts on management with the nature of those impacts depending on the species identified and the critical aspects of their ecological niche or habitat.

Boating use is governed by laws and regulations established by the State of Utah. Utah State requirements for equipment, boatmen licensing, and accident reporting are included as special conditions on commercial river permits along with a general provision that the permittee and his employees must be knowledgeable of and in compliance with the State boating laws. Private river permit stipulations are compatible with State boating laws. BLM requirements for river trip permits have been incorporated in State boating regulations, making it a violation of those regulations to embark on a trip through Desolation Canyon without obtaining a BLM river permit.

The Management Framework Plan for the Range Creek Planning Unit (1974) of the Price River BLM Resource Area is the primary land use planning document for the lands in this plan. It contains a number of decisions which are relevant to river management planning. These decisions can be summarized as follows:

1. To develop and implement a river management plan for the river in Desolation Canyon.

2. To seek Wild and Scenic River status for the Green River in Desolation and Gray Canyons.

3. To designate the public lands west of the Green River in Desolation and Gray Canyons as a Primitive Area.

4. To purchase, or obtain access or scenic easements, to those private lands lying along the river in Desolation Canyon.

5. To initiate a positive program for preservation and protection of archaeological values. This program could include patrol, interpretation and public education and, if necessary, salvage excavation of certain sites.

6. To develop recreational facilities on the portion of the river on the east bank which is accessible by road from the town of Green River.

The final source of guidance for river management planning on Desolation and Gray Canyons is contained in regulations published in the Federal Register as established by the Utah Director of the Bureau of Land Management. These are contained in Volume 41 Number 73 of the Federal Register which was published April 14, 1976. This publication established the commercial river use permit allocation system which is presently in use in Desolation Canyon. It also established conditions or stipulations governing commercial use of the resource.

DESOLATION CANYON - MILE 74

MANAGEMENT OBJECTIVES

The management objectives listed below spell out the goals toward which management action on Desolation and Gray Canyons will be directed.

OBJECTIVE A - MAINTAIN THE NATURAL CHARACTER OF THE CANYON ENVIRONMENT IN DESOLATION AND GRAY CANYONS

The basis for this management objective is derived from (1) the requirement in Section 603 of the Federal Land Policy and Management Act, (2) in the Wilderness Act, (3) in the Endangered Species Act, (4) and National Landmark status of Desolation Canyon, and (5) provisions of the Wild and Scenic Rivers Act.

OBJECTIVE B - PROVIDE FOR THE EQUITABLE DISTRIBUTION OF AVAILABLE USER DAYS TO A BROAD SPECTRUM OF THE PUBLIC

The BLM is committed to providing recreation benefits to the general public consistent with environmental, physical and social constraints. The plan must provide for those who do not own river equipment or only want to take an occasional river trip, as well as for those who are able to conduct their own trips. This necessitates separate allotment use for commercially guided trips and for private "do it yourself" type use. Other actions are also necessary to insure that as many individuals as possible are given the opportunity to run the river.

OBJECTIVE C - PROVIDE A CONTINUING OPPORTUNITY FOR A QUALITY WILDERNESS TYPE EXPERIENCE BETWEEN SAND WASH AND NEFERTITI RAPID

In the visitor perception study, summarized elsewhere in this plan, 82% of the people contacted considered Desolation and Gray Canyons a wilderness area. Many of these people considered this as one of the values they were seeking when making their trip. In order to continue to provide a wilderness experience for the visitor, action must be taken to control uses that are out of harmony with this objective. This also relates to the sociological aspect of how many contacts with others the river user is willing to accept and still have an enjoyable experience.

OBJECTIVE D - PROVIDE AN OPPORTUNITY FOR DAY USE ORIENTED RECREATION BELOW NEFERTITI RAPID

At the present time, a low grade county road extends into Gray Canyon along the east side of the river to a point as far upstream as Nefertiti Rapid. The presence of this road results in substantial use of this portion of the river for day use float boating and for other recreational activities including fishing, water play, picnicking, etc. Current use patterns suggest this segment be treated as a separate unit in this plan.

OBJECTIVE E - PROTECT THE SCIENTIFIC VALUE OF CULTURAL RESOURCES WHILE ALLOWING FOR THEIR ENJOYMENT

Protection of the cultural resources in Desolation and Gray Canyons is mandated through antiquities legislation and regulations and through the commitment involved in the designation of the canyon as a National Historic Landmark. Preserving the scientific value of the archaeological resources is an important aspect of this mandate, but there is a second aspect in that these resources help provide the public with insights into their national heritage. This second aspect of the antiquities mandate makes it necessary to allow public use to the extent that such use can be made without damaging the scientific or informational value of the resource. A number of the archaeological resources in Desolation and Gray Canyons, particularly the pictograph panels, can be used by the public with quite a low probability that any damage will occur.

OBJECTIVE F - PROVIDE FOR SAFE AND LAWFUL USE OF THE RIVER RESOURCE

The boating laws and regulations established by the State of Utah constitute minimum requirements for boating safety on the waters within the state. In its role as the permitting authority for river use in Desolation and Gray Canyons, it falls upon the BLM to insure that it is not permitting use of the river in violation of State law.

Overall BLM use limitations, imposed from the safety viewpoint, attempt to achieve a balance between safety and an enjoyable experience. Allowing unsafe use to occur creates needless hazards for all users, but overstrict enforcement of safety requirements may deprive legitimate users of the opportunity to experience a challenging wilderness recreation experience.

MANAGEMENT ACTION

SAND WASH TO NEFERTITI RAPID

The management actions identified are intended to implement the management objectives. In each case the management action is that course which appears best suited to accomplish the management objectives and resolve the associated issues or problems. For each action the rationale is briefly stated and the actual effort involved in its implementation is identified.

Under the Federal Land Policy and Management Act of 1976, Naval Oil Shale Reserve No. 2 is not public land as therein defined. Management of Naval Oil Shale Reserve No. 2 is carried out under terms of a cooperative agreement between the Secretary of the Navy (now Secretary of Energy) and the Secretary of the Interior.

> "...WHEREAS, by virtue of the provisions of existing laws (10 U.S.C. § 7421 (Supp. V., 1964)) the Secretarty of the Navy (now Secretary of Energy) has jurisdiction and control over the lands comprising the aforesaid Naval Oil Shale Reserve; and
>
> WHEREAS, the Secretary of the Navy (now Secretary of Energy) has determined that it would be in the public interest to provide for the orderly use, protection, and management of all surface resources on the Naval Oil Shale Reserves in the same manner as public lands administered by the Secretary of the Interior, subject always to the primary purpose of withdrawal.
>
> NOW THEREFORE, it is hereby agreed between the Department of the Navy (now Secretary of Energy) (acting by and through the Director, Naval Petroleum and Oil Shale Reserves, with the approval of the Secretary of the Navy, now Secretary of Energy) and the Department of the Interior (acting by and through the Director, Bureau of Land Management, with the approval of the Secretary of the Interior) as follows:

1. The Bureau of Land Management shall be recognized as the primary agency acting for the Secretary of the Navy (now Secretary of Energy) responsible for the management of all surface resources, subject to Item No. 11 and other limitations herein contained, and subject always to the primary purpose of the withdrawal.

2. In cases where the BLM may deem it proper to obtain the assistance of other Federal or State agencies in carrying out its responsibilities for multiple use management of the surface resources, the BLM shall request such assistance directly upon first obtaining the concurrence of the Director, Naval Petroleum and Oil Shale Reserves.

6. The Secretary of the Navy (now Secretary of Energy) shall retain exclusive jurisdiction over all minerals within the said Oil Shale Reserves.

11. This Agreement shall not be applicable to any lands of the Uintah-Ouray Indian Reservation, as extended by the Act of March 11, 1948, ch. 108, 62 Stat. 72, which are located within the boundaries of Naval Oil Shale Reserve No. 2, Utah No. 1."

(See appendix J for full text of the cooperative agreement.)

Naval Oil Shale Reserve No. 2 lies at the northern end of Desolation Canyon between mile 91 and mile 62. Management objectives and supporting management actions for this segment of the canyon are subject to the provision of the cooperative agreement.

No formal management agreement exists between BLM and the Ute Indian Tribe regarding management of the river recreation use of tribal lands. Informal agreements provide for BLM management and BLM is obligated to keep the tribe informed of activities and management changes on the river. No actions will be taken on tribal lands without concurrence.

Negotiations to develop a formal cooperative management agreement between the Ute Indian Tribe and BLM are being held and will become a part of this plan when approved by both parties. In the interim, the management objectives and supporting management actions which are applicable to tribal lands will be followed.

One of the major problems in attempting to adequately manage the resources of Desolation and Gray Canyons results from the mixture of Federal and Indian lands. Most of the lands east of the river within these canyons fall within the Uintah-Ouray Indian Reservation. The northern boundary of the reservation intersects the river at a point approximately one and one half miles upstream from Tabyago Canyon. It then extends down the center of the river to the mouth of Coal Creek and then eastward up the bottom of Coal Creek Canyon.

A formal cooperative management agreement would help to ensure compatibility of land use management on public and Indian lands in Desolation and Gray Canyons.

MANAGEMENT ACTION: #1

REVISE CARRYING CAPACITY

Relates to Objectives A, B, C, E

Revise the interim carrying capacity spelled out in the Federal Register of April 14, 1976, from 30,000 passenger days during the five month major use season (May 1 - September 30) to 35,000 passenger days per calendar year (twelve month use season). This new capacity figure will apply to the portion of the river between Sand Wash and Nefertiti Rapid.

Rationale:

The river use regulations for BLM managed rivers in Utah established an interim carrying capacity for the Green River between Sand Wash and the diversion dam of 30,000 passenger days during the major use season (May 1 to September 30). In each of the last three years, river use has come very close to this 30,000 passenger day figure. These circumstances pose the question of whether or not the 30,000 passenger day capacity is valid or if it needs to be either increased or decreased.

As a result of public comment, environmental studies will be conducted to determine whether or not the canyons need a rest from the five month major river use season. Studies will be conducted to monitor the visitor usage as well as to collect basic data. Based upon results of the analysis, it then could be determined to temporarily increase usage on an off season basis and respond to changing situations.

Although use during the "off season" is low, it still has impact on the canyon environment and should be included in the total carrying capacity. The additional user days added to the carrying capacity reflect the additional seven months of the year that were not previously considered.

There is little long range trend data to indicate whether or not the natural systems of Desolation and Gray Canyons can sustain 30,000 user days per year on an extended basis. The following indications suggest that use should not be allowed to increase substantially beyond the existing use levels until such long run trends can be observed.

1. During the last several seasons the number of sites along the river being utilized as campsites has increased substantially. The point has been reached where many of the good potential campsites in the canyon are receiving regular or heavy use and a number of sites which are marginal are receiving at least limited use.

2. A number of the regularly or heavily used campsites have shown definite deterioration. Specifically, a number of sites show reduction in vegetative cover, particularly grass cover, combined with an expanding area of soil compaction and erosion. Soil erosion and compaction at some sites is particularly severe at the riverbank. In other cases it is resulting in exposure and damage to tree root structures of the shade trees that cause a particular site to be an attractive campsite. Yet another indicator of site deterioration has been the increasing use of wood from standing trees, alive or dead, as firewood in the absence of an adequate supply of driftwood. Finally, many of the more popular campsites may be in danger of having become ringed by human waste burial pits.

3. The most popular single stopping point along the river in Desolation Canyon is Rock Creek. The clear waters of Rock Creek are used as a source of water supply and for bathing. The historic Rock Creek Ranch attracts many users, and there are some excellent petroglyph panels located a short distance up Rock Creek Canyon. This combination of attractions made Rock Creek such a popular site that the public lands at the mouth of the creek were closed to camping at the end of the 1975 season. However, the creek vicinity still receives heavy day use.

   Vegetation recovery is underway on the area formerly used for camping above the creek; however, the day use continues to cause soil compaction and bank erosion along the creek. Human waste disposal in the vicinity has resulted in an increase in coliform count in the creek.

The visitor use study conducted by the Institute for the Study of Outdoor Recreation and Tourism, Utah State University, contains a considerable amount of data relating to user perception of a wilderness recreation experience in Desolation Canyon. The study results indicated that most river users perceived that they were in a wilderness setting but that many experienced a level of contact with other river users that negatively affected their enjoyment of a wilderness experience. There were, however, a substantial number of users in the sample not greatly concerned about crowding and solitude. These users may not have been seeking a wilderness experience on their trip. It may be, however, that there were also users or potential users who were not contacted by this study because they were so sensitive to crowding that they chose to quit using the resource or to use it during extremely low use periods not sampled during this study.

In terms of the perceptual carrying capacity of Desolation and Gray Canyons, the study results suggest that during certain periods levels of use are presently beyond the optimum. This does not necessarily mean that total use levels are excessive, but it does suggest that until management techniques for achieving better use distribution have been implemented and have shown themselves to be effective, use should not be allowed to go unchecked.

MANAGEMENT ACTION: #2
ALLOCATION OF PASSENGER DAY CAPACITY

Relates to Objective B

Allocate use of the 35,000 passenger day capacity as follows:

	NEW	OLD
Private/Noncommercial Users	14,725	10,125
Ute Indian Tribe	400 (minimum)	0
Commercial Passengers	19,875	19,875
TOTAL	35,000	30,000

Rationale:

This recommended action does several things. One, it is designed to work toward the 50/50 split in user days specified as the eventual allocation goal in the river use regulations. Two, it establishes an allocation that more closely reflects the use distribution between the private and commercial sectors which has been present on Desolation Canyon during the last three years. Future adjustments, if any in the allocation, will be designed toward meeting an approximate equal split between private and commercial use. This ratio could be adjusted if demand changes.

The river use regulations which established the 30,000 user day figure as the use limit for Desolation and Gray Canyons, allocated 19,875 days of that total to the commercial sector and 10,125 days to the private noncommercial sector. The regulations also expressed that any reductions in the commercial use sector would be reallocated to the private sector until an even 50-50 split in use allocation was achieved. During the 1976, 1977, and 1978 seasons, use levels have come very close to the 30,000 user day limit, but the distribution of use between the sectors has not been consistent with the allocations stated in the regulations. Another problem relating to allocations is that the anticipated attrition in the commercial sector has not materialized, so no progress has been made toward achieving the eventual goal of a 50-50 split between commercial and private use. So long as total use remained within the established capacity these discrepancies presented no real management problems, but as use continues to increase and use limiting measures are imposed, allocations are critical in determining the relative impact of use limits on the commercial and private sectors.

The question of how to allocate use between the private and the commercial sectors is even more difficult. During the 1976-1978 seasons, the situation which prevailed closely approximated a free use situation in that anyone who desired to run the river could find an opportunity to do so. The number of private use permits was not limited and the only limits on a potential commercial user were that he might not have been able to obtain a trip with the commercial operator of his choice on the dates of his choice. In this free use situation the distribution of user days between the private and commercial passengers has come close to the 50/50 split identified as the eventual goal.

Implementation

When anticipated use reaches the total carrying capacity of the canyons, private permits will no longer be issued except for reservation cancellations. Commercial companies will not be allowed to exceed their allocations except when obtained through the "pool system."

Any loss of commercial user days through administrative action will be added to the private sector until an approximate 50/50 split is achieved.

A separate allocation for educational and nonprofit groups will not be set up. However, groups in this category will be allowed to run at their existing use levels until the 1982 season. At that time, requested use will be handled in the same manner as private, noncommerical permits.

LIGHTHOUSE ROCK - MILE 72

MANAGEMENT ACTION: #3

NO REPEAT RULE

Relates to Objectives A, B and C

Institute a "no repeat rule" limiting all individuals except licensed commercial boatmen, and crew in the employment of a commercial operator, to one trip through Desolation Canyon per year.

Rationale:

The rationale for the recommended action is that in a limited use situation where it is anticipated that all individuals desiring to float the river will not be able to in any given year, it would be inequitable to have some individuals using the resource more than once a year. This action will also be a useful tool in controlling "pirate" river operators attempting to run commercial trips on private permits, since the pirate boatmen would be limited to one trip per year.

In river running terminology a "river pirate" is anyone who conducts a river trip without a required permit or who conducts a commercial river trip on a private noncommercial permit. In essence, a river pirate takes use that legitimately belongs to others through his evasion of permit requirements. In such cases, the procedure is to have the State Park Ranger based at Green River State Park contact the party and issue a citation based on State Boating Regulation permit requirements.

During the 1976-1978 seasons on Desolation and Gray Canyons, BLM has been more successful at identifying pirate use. This is a result of better record keeping and because the individuals and the equipment involved in pirate operations soon become familiar to the rangers stationed at Sand Wash. When a pirate operator is identified, the management response is to levy a trespass fee against the permittee, to inform the operator that he will not be issued any type of permit on the river for a specified period of time, and in some cases, to obtain the assistance of State Park Rangers to issue citations for violation of the State permit regulations. Prosecution under federal law may follow. This improved management response has reduced river pirate operations from Desolation and Gray Canyons during the last few years, but it has not eliminated the problem.

Implementation

The no repeat rule will be implemented if and when it is necessary to restrict individuals to one trip per year or one trip during the high use season. Other methods, such as following up on complaints from legitimate permit holders and talking to passengers on suspect trips, will be employed to help stop the pirate problem until the no repeat rule is implemented.

MANAGEMENT ACTION: #4

PASSENGER DAY 'POOL'

Relates to Objective B

Create a passenger day "pool" system where anticipated nonuse can be reallocated on a temporary basis to meet existing demand.

Rationale:

As the system is currently set up, there are no provisions where an outfitter may make additional use in excess of his allocation, providing it is within the carrying capacity of the canyon.

The system is not without its problems. As use builds toward the total carrying capacity, fewer people will contribute to the pool. This may cause a hardship for those outfitters who depend on extra use from the pool.

The "pool system" will make all user days available to help meet current demand for both private and commercial needs.

Implementation

Under this system during May, all outfitters would be asked to contribute their anticipated nonuse to a pool. Anticipated nonuse of the private allocation would also be added. This unused portion of the total allocation would then be distributed to outfitters or to the private sector as demand indicated. Outfitters would not be charged for use which they contributed to the pool.

Under this system, outfitters who consistently did not use a substantial portion of their allocation over three years would have to justify why that portion of their use should not be given to someone who has demonstrated his ability to utilize the additional user days.

All additional commercial use obtained through the pool will be paid for.

MANAGEMENT ACTION: #5

SUSPEND OIL & GAS EXPLORATION

Relates to Objectives A and C

Suspend oil and gas exploration for lands lying within the management plan corridor (Illustration 1).

Rationale:

This action is an essential step in providing interim protection of wilderness type values within the river corridor. Oil and gas development could easily destroy important wilderness values, could impact the endangered species' critical habitat, and infringe on cultural resource values within the river corridor.

This is also consistent with the Federal Land Policy and Management Act (FLPMA) direction to provide interim management protection pending wilderness values protection.

Implementation

Do not authorize requests for drilling within the previously mentioned river corridor (within sight or sound of the river).

MANAGEMENT ACTION: #6

RECOMMENDED LEGISLATION

Relates to Objectives A and C

Continue to recommend that legislation be enacted identifying the Green River in Desolation and Gray Canyons as a "Study River" under the Wild and Scenic Rivers Act.

Rationale:

This portion of the river has been recommended for identification as a study river and was mentioned for that status in President Carter's environmental message.

Implementation

The means for fully implementing this recommendation are not available at the local management level, and would be a matter of attempting to prompt management action at the State and Washington Office levels by submitting a recommendation. Congressional authorization is necessary before the river can be studied. The area will be managed so as to not preclude further designation.

MANAGEMENT ACTION: #7

MOTORIZED TRAVEL

Relates to Objectives A, C and F

Prohibit motorized upriver travel and limit motorized downriver travel to low speed wakeless use, especially when passing nonmotorized parties.

Rationale:

High speed motorized travel in either direction on the river would be inconsistent with the preservation of wilderness experience in the canyons. It would have a tremendous impact on crowding, since a party moving at high speed would contact many parties on the river. A party moving upstream would contact every downriver party. High speed travel, particularly primary upriver travel, could pose a substantial safety hazard.

BLM river use data indicates that approximately 30% of the river parties do utilize motors. However, big parties do tend to be motorized so approximately 40% of all users go on trips in which a motor is used. The visitor use study data indicates that approximately 52% of users favor maintaining the present use situation with respect to motors while approximately 35% favor prohibiting motors. This must be interpreted with some caution since the large size of most motorized parties may be the major negative attribute of those parties. Reducing the maximum party size may substantially reduce the negative impacts which users presently associate with motorized parties.

Implementation

Special exceptions may be allowed providing they are consistent with management objectives, including search and rescue operations.

MANAGEMENT ACTION: #8

LAND ACQUISITION

Relates to Objectives A, C and E

Obtain fee title or scenic easements of the following lands located within the river corridor: See Appendix I for maps.

Private Lands

Name and Owner	Legal Description
Rock Creek Ranch (T. N. Jensen, Owner)	T.15S., R.17E. Sec. 8, Lots 1,2,3 & 4 NW¼NE¼ Sec. 7, Lot 3 152.71 acres
Swasey's Rapid (Don K. Bazmore, Owner)	T.20S., R.16E. Sec. 3, Lots 8,9 & 10 60.29 acres
Nutter's Nine Mile River Land (Preston Nutter Corp., Owner)	T.11S., R.18E Sec. 26, Lots, 1,2 & 3 Sec. 27 SE¼NE¼ Sec. 34, Lots 1,2,3 & 4, NW¼SE¼ Sec. 35, Lots 1 & 2 T.12S., R. 18E. Sec. 3, Lot 1 355.72 acres
Lower Range Creek Private Land (Floyd Hawkins, Owner)	T.17S., R.16E. Sec. 26, S½SW¼ Sec. 27, SE¼SE¼ Sec. 35, NW¼NW½ 160 acres

State Lands

Common Name	Legal Description
Bull Canyon State River Land	T.16S., R.17E. Sec. 16, W½ 320 acres
Range Creek State River Land	T17S., R.16E. Sec. 36, W½ 320 acres
Big Horn Mountain State River Land	T.19S, R.16E. Sec. 2, Lots, 1,2,3,4,5,6,7, & 8 S½N½ 454.12 acres

Rationale:

Any development on the first two private land parcels mentioned above could have a major negative impact on resource values and river use in Desolation Canyon. Public access at the Swasey's Rapid takeout point is essential to maintaining public use of the river and, at present, no legal access exists although under present ownership access is being allowed. Development of any public facilities at the Swasey's Rapid takeout point is precluded so long as the lands involved are in private ownership.

A land acquisition program with the State of Utah will enable BLM to provide proper interim management and reduce existing and potential conflicts within this area. At the present, only the lack of access provides protection from development.

Under the present ownership pattern, a strong potential exists for conflicts between the land owner and the river user. This acquisition program will solve that problem.

Under this pattern, land ownership decisions made for state lands, or private lands, could have major impacts on the resources and the uses of the public lands within the canyons. Management action is needed to try to obtain compatibility in use with the various land owners.

The Rock Creek property, once obtained, will be managed to protect the natural character and historic values present, which may include stabilization of the historic structures.

Implementation

Acquisition of private and state lands will be made by exchange, purchase or scenic easement. All land transactions will occur upon agreement of both parties.

LOWER DESOLATION CANYON

MANAGEMENT ACTION: #9
DAILY LAUNCH LIMIT SYSTEMS

Relates to Objectives A and C

Beginning with the 1980 use season, implement a daily launch limit system with a target of six parties to launch per day during a "high use" period beginning May 15 and ending August 15, and a target of two parties to launch on any other day of the year.

Rationale:

A daily launch limit is an effective tool for distributing use and avoiding overcrowding at any given time. The utilization of a high use/low use launch limit system is based on the user study findings that while a proportion of river users are quite sensitive to crowding, a substantial number are not sensitive. A well publicized dual level system will allow those users who are sensitive to crowding to use the resource when the level of use will be low, and will allow other users to run the river during periods of high use. Adopting a dual system prevents spreading a moderately high level of use over the entire season, thus making it difficult for those who are sensitive to crowding to find the solitude they desire.

Implementation

Generally, daily launch limits will be split equally between private and commercial sectors. If either group fails to use their allotment of launches on any given day, they will be available to the other sector.

Private permit applications will be accepted between January 1 and March 1 on a simultaneous filing system. A lottery will be held to solve conflicts.

Commercial launch reservations will be made approximately one year in advance. Outfitters will decide as a group as to how individual launch dates will be allocated. Companies with a current permit will be able to trade launches after the launch allocations have been established with other companies who are operating in Desolation and Gray Canyons.

MANAGEMENT ACTION: #10

MAXIMUM PARTY SIZE

Relates to Objectives A and C

Reduce the maximum party size allowable from 40 passengers per party to 25 persons per party, including boatman.

Rationale:

Sociological research studies conducted in a variety of settings have found that large parties have a greater impact on user perception of crowding than the same number in smaller groups. Large parties also have a greater impact on the environment than the same number in smaller parties because of their concentrated impact. The study conducted on users of Desolation and Gray Canyons found that a majority favored limiting maximum party size to 30 persons or less, while a third of all users favored reducing party size to a maximum of 20 persons or less. In essence, reducing maximum party size is one of the most effective tools for reducing visitor perceptions of crowding without reducing the total number of individuals allowed on the river during any given year.

It is believed that a reduction can be accomplished without significant negative impacts on either commercial operators or private groups.

During the 1977 season only 15 percent of all commercial groups exceeded 25 persons in size, and only one third of the operators had any party that exceeded 25 persons in size. Only eight percent of all private parties during 1977 exceeded 25 persons in size. Virtually all of the private groups that did exceed this level were organized groups such as schools and clubs.

Implementation

Commercial companies or noncommercial groups would be able to launch more than one trip on any given day, providing the total launch limit for that day was not exceeded. At no time will groups be allowed to have larger than twenty-five persons per group. In other words, if a company or group has two launches available to them and they desire to launch 50 individuals then they will be considered two separate groups and must be separated on the river and at campsites.

MANAGEMENT ACTION: #11

CONSTRUCTION OF LIVESTOCK BARRIERS

Relates to Objectives A and C

Construct livestock barriers around certain selected campsites to restrict livestock movement. Continue to monitor livestock use and limit grazing to selected seasons of use if necessary.

Rationale:

Grazing may be restricted if conflicts arise between livestock and the requirement to protect wilderness and recreational values. Up to and including 1975, there were few conflicts between livestock and recreation use in Desolation Canyon. This was due mainly to moderate livestock and recreational use and normal precipitation. Conflicts arose in 1976 due to slightly below normal precipitation, moderate livestock use, and heavier recreational use. However, the canyons were able to cope with the situation and revegetation cover remained in satisfactory condition. One of the worst droughts recorded in the western United States occurred in the fall, winter and spring of 1976-77. Drought conditions coupled with heavy livestock use in the canyon bottoms resulted in overgrazing and in many areas a complete loss of vegetative cover. Cattle normally would have moved out of the canyon to higher lands, but due to lack of water they remained in the canyon bottoms. Many of the popular campsites were void of vegetation by midsummer; however, float boaters had little affect on this loss. Recreation had a slight decrease and the majority of the camping occurred on the beaches and sandbars below high water line. Precipitation was 150% of normal for the winter and spring of 1977-78. Livestock pressures decreased as a result of the available water and recreation use, being average, resulted in good reclamation.

From past experience, it is felt that most of the damage was due to livestock grazing and somewhat to the drought conditions. The areas that receive the most use by livestock are on the west side of the Green River and are as follows:

Mile 93 Mile 91	Steer Ridge
Mile 84 Mile 68	Rock Creek
Flat Canyon	Three Canyon

The biggest problems occur from Mile 84 to Mile 68. At this time, management actions closing or restricting livestock use of the river bottoms probably are not justified. However, there is a need for more intensive monitoring of livestock use and some adjustments in use or possible closures may become necessary. (See Appendix F for livestock allotments and seasons of use.)

Implementation

Range trend photo plots have been established in the canyon to monitor livestock use. Plots will be checked each year to see if changes are needed. If so, the BLM will work closely with the livestock operator. Restricting livestock from campgrounds will be accomplished by constructing fences that will blend in with the existing environment.

MANAGEMENT ACTION: #12

ROCK CREEK CLOSURE

Relates to Objectives A and C

Close the public lands at the mouth of Rock Creek to overnight camping use and close other sites as the need arises.

Rationale:

The popularity of the Rock Creek site dictates day use as the limit to what the natural systems can support. Closing this site to camping will also insure its availability for day use by preventing any one group from setting up camp and monopolizing the site. This will also result in protection of the physical and biological water quality of the creek.

Under any system of management which allows users to pick their own campsites, some campsites will be more popular than others and they will occasionally receive excessive use. The least restrictive solution to this problem is to simply close such sites on a rotating basis to allow them to recover.

Implementation

Any campsites that are closed will be listed on permit stipulations and closure information will be posted at the launch sites.

BUILDINGS AT ROCK CREEK

MANAGEMENT ACTION: #13

SOLID HUMAN WASTE POLICY

Relates to Objectives A, C and F

Beginning with the 1980 season, most parties will be required to carry out all solid human waste. Kayaks, white water canoes and sportyaks without a support boat will be exempt.

Rationale:

One of the most obvious impacts during the last two years has been the proliferation of human waste burial pits around popular campsites. Until recently, this problem was tolerated because of the difficulty of implementing a carry out requirement. However, procedures recently developed have actually made it easier to carry out waste than to bury it. Many commercial operators and private parties have voluntarily gone to a carry out procedure. A problem associated with this procedure is that a suitable means of disposal must be available once the party is off the river. Commercial operators have generally been able to make arrangements with nearby communities.

Implementation

This requirement will be implemented in 1980.

PRIVATE PARTY ON

FLAT WATER STRETCH

KAYAK AND SPORT YAK USE

MANAGEMENT ACTION: #14

RANGE CREEK JEEP TRAIL

Relates to Objectives A and C

Restrict the Range Creek jeep trail approximately 1¼ mile upstream from its confluence with the Green River.

Rationale:

Regular site inspections in the past three years revealed serious health and environmental problems in the form of litter, garbage, large fire pits, and human waste. There has also been fishing pressure on three threatened and endangered fish species and vandalism of archaeological sites. Reports have shown that the situation is not improving and in many cases is getting worse. This is a common problem whenever road access to a river is available.

Short-term use is by approximately 150 individuals, mostly from East Carbon and Price. Currently, two commercial river companies operate one and two day trips from Range Creek. There is other access to the Green River which is just as close time wise as is the Range Creek Road. Commercial operators would need to start all of their trips from Sand Wash where their major operations are now conducted. It is feasible for the operators to run one day trips from Nefertiti to Swasey's Rapid.

Implementation

As a result of the public comment and the desire to keep the area as open as possible, the closure of the road will not be effected if the following conditions are met by users:

1. Fire pans will be utilized.

2. No vehicles parked where they are visible from the river.

3. All litter will be carried out.

If this does not solve the present problems, the trail will be closed by installing a locked gate approximately 1¼ mile up Range Creek from its confluence with the Green River. Existing commercial operators currently using Range Creek as a launch point will be allowed to continue to launch from Range Creek, provided that they park vehicles away from the view of the river. Emergency vehicles will also be allowed as the need arises.

BLM Library
Denver Federal Center
Bldg. 85, OC-521
P.O. Box 25047
Denver, CO 80225

MANAGEMENT ACTION: #15

AIRCRAFT

Relates to Objectives A, C and F

Do not authorize permits to individuals, groups, or commercial parties who use aircraft for shuttle of passengers to any point on the river other than Sand Wash. Reference Management Action #8.

Rationale:

Use of aircraft on primitive airstrips along the river is dangerous. The airstrip at Sand Wash is very marginal and in fact may not meet minimum standards. All other primitive strips do not have adequate clearance.

The strip at Rock Creek is particularly hazardous due to the narrow canyon and the lack of an access road for emergency evacuation.

Low flying aircraft, especially in connection with landing and takeoff, create a significant intrusion to the wilderness character of the canyon environs.

Implementation

Primary implementation of this action will be accomplished through acquisition or scenic easement of the private lands at Rock Creek. Float boating permits will not be issued to parties or companies that use aircraft for river access other than at Sand Wash.

SAND WASH LAUNCH AREA - MILE 96

MANAGEMENT ACTION: #16
CULTURAL RESOURCE INVENTORY

Relates to Objective E

Conduct an inventory of the known cultural resource sites to determine the need for stabilization to prevent their deterioration from exposure to the elements or visitation. Institute a regular system of site monitoring to maintain the resource.

Rationale:

This inventory is intended to provide baseline information about the present condition of cultural resource sites. Stabilization work will only be conducted if it is determined that the historic or archaeological values of the sites would be destroyed without it. Stabilization efforts should not be conducted simply on a rationale of "fixing up sites for visitor viewing."

Lands lying within one mile of the river between the mouth of Nine Mile Canyon and the mouth of Florence Creek are included within a National Historic Landmark designation. While this designation is based on the canyons association with the explorations of Major John Wesley Powell, its effect is to give National Register status protection to any cultural resource located within the landmark boundaries. This protection applies to approximately 60 archaeological sites which have been inventoried within the boundaries and also covers historic sites associated with early livestock and outlaw history of the region. Since archaeological inventory efforts have been limited within Desolation Canyon, a substantial number of additional sites could eventually be identified within the landmark boundaries.

A number of archaeological and historic sites are known to exist that are not within the landmark boundaries. Some of these sites are located more than a mile from the river in side canyons. A substantial number of sites are located in Gray Canyon downstream from the landmark designation. Overall, at least 30 sites are known to be located either in the side canyons or in Gray Canyon and it can be expected that a number of additional sites will eventually be identified.

Archaeological vandalism is another problem in the study area. Numerous rock art sites, storage cists and other evidences of past cultures are found in the canyon. Many of these sites have been damaged through digging and scarring of Indian writing. Some damage is the result of lack of knowledge, but most is caused by artifact hunting.

Implementation

Rangers will continue to check known sites on a regular basis and report changes. An intensive inventory of archaeological sites in the canyons will be accomplished.

JOHN WESLEY POWELL NARRATIVE

July 13 - This morning we have an exhilarating ride. The river is swift, and there are many smooth rapids. I stand on deck, keeping careful watch ahead, and we glide along, mile after mile, plying strokes, now on the right and then on the left, just sufficient to guide our boats past the rocks into smooth water. At noon we emerge from Gray Canyon, as we have named it, and camp for dinner under a cottonwood tree standing on the left bank.

Extensive sand plains extend back from the immediate river valley as far as we can see on either side. These naked, drifting sands gleam brilliantly in the midday sun of July. The reflected heat from the glaring surface produces a curious motion of the atmosphere; little currents are generated and the whole seems to be trembling and moving about in many directions, or, failing to see that the movement is in the atmosphere, it gives the impression of an unstable land. Plains and hills and cliffs and distant mountains seem to be floating vaguely about in a trembling, wave-rocked sea, and patches of landscape seem to float away and be lost, and then to reappear.

MANAGEMENT ACTION

NEFERTITI RAPID TO SWASEY'S RAPID

A county maintained road paralleling the river on the east side of the river between Nefertiti Rapid and Swasey's Rapid creates special management problems and opportunities in that portion of the canyon. The existence of the road makes it possible for single day float trips to launch on the river at Nefertiti and it also provides access for individuals desiring to fish, swim, tube in the river, picnic, etc. The problems relating to day use float boating, and to the other uses, make it unrealistic to manage this portion using the same approach employed on the wilderness sections of the river.

This necessitates separate management system for day use float boating on the portion of the river between Nefertiti Rapid and Swasey's Rapid. The elements of this system would include the following:

A. Private use permits will be required for day use when additional onsite manpower can be funded, and additional use demonstrates the need.

B. Commercial permits will be available to operators with a current permit for Desolation and Gray Canyons.

C. Permits will be considered for special uses such as canoe and kayak schools and other related uses other than commercial allocated outfits.

Rationale:

The day use float boating activity in this section does fall within the use limitation established under the current regulations, and permits are required for this use under both State boating regulations and BLM requirements. These regulations have been difficult to enforce and implement on day use. Funding and manpower has not been sufficient to allow stationing of a river ranger along this section at all times, and levels of use probably would not justify stationing an individual here on a full-time basis. This makes it extremely difficult to monitor use on this section of the river. Private parties frequently float without a permit, and some unreported commercial use is probably made on this section.

For many of the users who are not involved in float boating, this section is viewed almost as an urban recreation resource. It is a place to swim, to go for a picnic in the evening or to pursue other activities similar to those which urban area residents would pursue in city parks and recreation facilities. These users, for the most part, are not seeking a wilderness experience and may not be sensitive to wilderness values. Their interests and the lack of facilities creates severe littering problems, as well as sanitation problems, at the more commonly used points along the river.

This recommended action is an attempt to develop a management approach responsive to the conditions which do exist. The less restrictive controls recommended for day use reflect the lower level of impact that day use parties tend to have on the resource because they do not camp. It also reflects an awareness that, on this portion of the river, user perception of solitude and wilderness is substantially reduced by the presence of the road, and by the presence of non-float boating recreation.

Implementation

Continue to monitor recreation use. Additional personnel needs include at least one ranger full-time during the use season and one part-time (8 man months).

The following Management Actions, previously outlined for the Sand Wash to Nefertiti Rapid segment, also apply to the Nefertiti Rapid to Swasey's Rapid segment.

Management Action #5 - SUSPEND OIL AND GAS (see page 29).

Management Action #6 - RECOMMENDED LEGISLATION (see page 29).

Management Action #7 - MOTORIZED TRAVEL (see page 30).

Management Action #8 - LAND ACQUISITION (see page 31).

Management Action # 11 - CONSTRUCTION OF LIVESTOCK BARRIERS (see page 35).

Management Action #16 - CULTURAL RESOURCE INVENTORY (see page 41).

APPENDIXES

A. DEVELOPMENT

B. FEDERAL REGISTER NOTICE OUTLINING BLM RIVER MANAGEMENT PROGRAM

C. RANGER DUTIES AND RESPONSIBILITIES

D. YEARLY EQUIPMENT AND SUPPLY SUMMARY

E. USER VIEWS TOWARD CROWDING EXCERPT FROM DESOLATION WHITEWATER RECREATION STUDY

F. GRAZING ALLOTMENTS ALONG THE GREEN RIVER THROUGH DESOLATION AND GRAY CANYONS

G. BASELINE DATA GATHERING

H. INFORMATION AND INTERPRETIVE PROGRAMS

I. LAND ACQUISITION MAPS

J. COOPERATIVE AGREEMENT

K. TYPICAL PRIVATE AND COMMERCIAL PERMIT STIPULATIONS

APPENDIX A: DEVELOPMENT

Management Action:

Provide for development of support facilities consistent with management objectives and user needs.

The facilities and improvements for the river program are primarily needed at the Sand Wash Ranger Station and launch site, Swasey's Rapid takeout, and Nefertiti Rapid launch and takeout. General river patrol equipment is needed.

Present facilities at Sand Wash include an old house trailer that serves as ranger quarters and contact station, an equipment shed and two vault toilets.

A site plan has been developed for Sand Wash. The plan calls for replacing the trailer with a three bedroom house to serve as ranger quarters and office. The present trailer is dilapidated and has never been suited for the harsh weather conditions.

In the vicinity of the launch ramp, a small contact station is needed where trip leaders and rangers may talk and complete forms, and where visitors may pick up maps and brochures.

The site plan also calls for development of an overnight camping area with 13 drive-through camping areas, ample parking, and improved high and low water launch facilities. The launch site and parking area should be developed according to the site plan. The rest rooms for the campground should be of the composting type. Since there is no servicing other than that which could be accomplished by rangers, installing this type of facility would result in a substantial savings over an extended period of time.

There is also a need to improve the road into Sand Wash. The road is in the Vernal District and under the jurisdiction of Uintah County. Any decisions pertaining to the road needs to be coordinated with them.

Approximate 1978 costs for the above improvements are $214,000. This does not include any road improvements that the Vernal District or Uintah County is responsible for.

A site plan has also been developed for the Swasey's Rapid takeout. This site should be developed as soon as possible to alleviate some of the problems that exist at Swasey's Rapid. The site plan includes paving the main road in the vicinity of Swasey's Rapid and the boat ramp. The road is under the jurisdiction of Grand County and paving

must be accomplished with their consent. The Plan calls for rest rooms, which should also be of the composting type. Parking, overnight camping and picnicking sites will also be developed. Garbage will or will not be removed, depending on funding. The approximate cost for developing the site is $290,000.

The only plans for Nefertiti Rapid, at the present time, are to install toilets to facilitate the daily trips that launch there. This will cost approximately $20,000.

APPENDIX B: FEDERAL REGISTER NOTICE

Federal Register Notice Outlining BLM River Management Program

Bureau of Land Management

UTAH

Criteria for River Running Recreation Use Permits and Allocations

APRIL 6, 1976.

In 1974, the State Director for the Bureau of Land Management in Utah established criteria for issuing commercial permits to river guides and outfitters and setting amounts of use each would be entitled to. This criteria and the permits were and are authorized by 43 CFR 2920.

For the years 1974–1976, and subsequent years, recreation use permits have been and will be issued and allotments established on the basis of unlimited permits issued during the 1973 base year and prior historical use. Permits to additional new commercial river runners and changes in established allocations will not be made until studies can be completed to establish more definite carrying capacities and subsequent allocation of available passenger days can be determined.

On the basis of the above, permits were issued to commercial companies and use allowed on each river area as indicated by the categories outlined below. There are no companies who received an allocation of less than their actual permitted use during 1973. Actual use figures for the base year (1973) are established for the Desolation-Gray Canyon section of the Green River, the Westwater section of the Colorado River and the San Juan River from data gathered by BLM river rangers. Affidavits provided by the companies established the fact of historic commerical use prior to the base year.

DESOLATION & GRAY CANYON—GREEN RIVER

Sand Wash Ranger station to diversion dam above the town of Green River, Utah.

1. Permitted companies who used 1500–2000 passenger days during 1973 have been allocated 2000 passenger days for the 1974–1976 seasons.

2. Permitted companies who used 1000–1500 passenger days during 1973 have been allocated 1500 passenger days for the 1974–1976 seasons.

3. Permitted companies who used 500–1000 passenger days during 1973 have been allocated 1000 passenger days for the 1974–1976 seasons.

4. Permitted companies who used 0–400 passenger days during 1973 have been allocated 400 passenger days for the 1974–1976 seasons. (During the 1973 base year there were no permitted companies who used between 400 and 500 passenger days.)

5. Commercial applicants in 1974 who did not obtain the prior 1973 permit were given a recreation use permit with the minimum allocation of 400 passenger days for the 1974–1976 seasons based upon the submission of affidavits showing historic commercial use prior to the 1973 base year.

The interim carrying capacity of this river during the major use season (May 1–Sept. 30) has been established at 30,000 passenger days. Of these in 1974 and 1975, 20,400 passenger days were allocated to 36 commercial users. 9,600 passenger days were reserved for private non-commercial use. Due to attrition amount commercial users and increasing use from the private non-commercial sector, the 1976 allocation has been split—19,875 passenger days in the commercial sector and 10,125 passenger days in the private non-commercial sector. Any future permit or passenger day revocations or voluntary reductions by the commercial sector will be reallocated to the private non-commercial sector until an even 50–50 split is reached.

In the event that the pattern of use on this river segment begins to create over crowding at particular times or begins to cause environmental degradation, the BLM will adopt a reservation system to control these problems.

Westwater Canyon—Colorado River

The permit is required from the Westwater Ranger Station (mile 1054½ to Rose Ranch (mile 1037½).

1. Applicants in 1974 who were permittees during 1973 were allocated for the 1974–1976 seasons their 1973 use rounded up to the next 50 passenger days.

2. Applicants in 1974 who were permittees during 1973 but made no for the 1974–1976 seasons.

3. Applicants in 1974 who submitted affidavits showing a history of commercial use prior to 1973 but did not obtain a 1973 permit were given a minimum allocation of 50 passenger days for the 1974–1976 seasons.

4. 1974 applicants who did not obtain a permit during 1973 and could not submit an affidavit showing historic use prior to 1973 have not been given permits for the 1974–1976 seasons.

Use of the Colorado River above the Westwater ranger station does not count against the allocation. Fees will be charged for use outside the major use season (May 1–Sept. 30) but this use will not count against the passenger day allocation. The interim carrying capacity during the major use season for this river section has been established at 10,000 passenger days. 5,000 passenger days have been allocated to the commercial) must be made in advance from the for the private non-commercial sector during 1974–1976 seasons. A maximum of five (5) launches per day are allowed on this river segment. Reservations for all trips (commercial and non-commercial must be made in advance from the BLM Grand Resource Area Manager at 446 South Main St., Moab, Utah 84532.

San Juan River

The BLM permit is required from Montezuma Creek (Mile 160), to Mexican Hat (Mile 114). Coordination between the BLM and the National Park Service requires that anyone running the BLM portion of the San Juan River below Mexican Hat, Utah must obtain their permit from the National Park Service, Glen Canyon National Recreation Area.

1. If an outfitter made application during 1973 and again in 1974, he was given a allocation for 1974, equal to his 1973 application rounded up to the next 100 passenger days. If the 1974 application was for fewer passenger days than the 1973 application, the amount asked for in 1974 was used.

2. New applicants in 1974 who applied for more than 100 passenger days were given 100.

3. New applicants in 1974 who applied for less than 100 passenger days were given the amount requested.

The interim carrying capacity for the San Juan River is set at 7,000 passenger days. Of this capacity 40% or 2,800 passenger days were reserved for commercial use and 60% or 4,200 passenger days were reserved for private use. A total of 2,813 passenger days were actually allocated to commercial guides through the above criteria.

The annual season for the above allocations was established as May 1 through September 30. Use before or after that season would have to be paid for at the same rate, for commercial operators, but would not count against their allocations.

Green River—Below Flaming Gorge Dam

In 1974 BLM entered into an agreement with the U.S. Forest Service. Allowing them to administer permits on the entire Green River Segment between Flaming Gorge Dam and the Colorado-Utah state line.

Dolores River—From the Utah-Colorado State Line to its confluence with the Colorado River.

Using 1974 as the base year, allocations were permitted for 1975 and 1976 during the major use season (May 1–Sept. 30) in the following manner:

Each commercial guide who applied for 150 passenger days or less was allocated the amount he requested. No one received less than 50 passenger days. Those who applied for more than 150 passenger days received 70% of what they applied for rounded off to the nearest 50. This allocated 5,420 total passenger days to commercial guides.

The interim capacity of the canyon is set at 10,660 passenger days. Thus approximately 50% was alloted to commercial and 50% to private users.

Colorado River—Rose Ranch to Castle Creek

The permit is required from Rose Ranch (mile 1037½) to Castle Creek (mile 1005). The number of permits and the amount of passenger days allowed on this section of the Colorado River are not limited nor has a carrying capacity been established. New applicants will be considered at any time.

Conditions of Use

All commercial users are required to adhere to and/or are governed by the following conditions:

1. No value may be accrued to the permit.

2. Non-refundable rental fees must be paid in advance at the rate of $25.00/100 passenger days based on the allocation given with the permit.

3. The permit may not be transferred, sublet or entered into 3rd party agreements without BLM approval.

4. Allocations may be reduced for failure to make substantial use for two or more consecutive years.

5. Commercial river runners are, as part of their permit, subject to the state and Coast Guard boating laws and regulations as applicable to use on the waterways in Utah.

6. For protection of the environment and potential wild river values the following maximum party sizes per trip are established.

Colorado River West Water Canyon—25 persons, Green River Desolation-Gray Canyon—40 persons, Dolores River—25 persons, San Juan River—No party size limitation, Colorado River Rose Ranch to Castle Cr.—No party size limitation.

7. With the exception above for the Colorado River (Rose Ranch to Castle Creek) prior to May 1 and after September 30 each season, additional use above the prescribed allocations may be made by sending in the trip notifications to the applicable office and paying for the additional use made.

8. Camp areas may be closed when necessary to protect the related ecosystems, and resources, or prevent litter build-up.

9. With the exception above for the Colorado River (Rose Ranch to Castle Creek) no new commercial permits will be issued on these river segments until studies, management plans, and environmental assessments are completed which will indicate there should be changes made in the carrying capacities and distribution of use between private and commercial sectors and subsequently between commercial guides and outfitters.

10. For protection of the environmental values and safety of passengers special stipulations in addition to those listed above are made part of the permit. A complete list of these stipulations can be obtained from BLM Moab Distict, P.O. Box 970, Moab, Utah 84532.

During the 1976 calendar year BLM in Utah will allow passenger days to be contributed from one commercial river outfitter to another. The conditions of such contributions are:

1. The contributor does not anticipate using all his passenger days.

2. The contributor cannot count contributed passenger days as being used with reference to the "use or lose" stipulation.

3. The commercial operator getting additional use through this procedure will not be given any preference for additional use if passenger day allocations are adjusted on a more permanent basis at a later date.

4. Payment for contributed passenger days is not authorized nor will value be recognized by the Bureau of Land Management.

5. The contributor must obtain advance approval from the District Manager, Moab District, BLM, to contribute passenger days. The letter of application must include the number of passenger days to be contributed and the name of the company or operator to whom the passenger days are to be contributed.

6. Permittees will not be allowed to contribute passenger days from one river segment to another.

This will be applicable to all rivers managed by Moab District including:

Desolation-Gray Canyon-Green River, Westwater Canyon—Colorado River, Rose Ranch to Castle Creek—Colarodo River, Utah Part of Dolores River, Montezuma Creek to Mexican Hat—San Juan River.

Allowing of passenger days to be contributed from one commercial outfitter to another will be evaluated in terms of the best public interest during the 1976 season. The Moab District would appreciate receiving written public response regarding this matter. Send response to:

Bureau of Land Management, Moab District Office, P.O. Box 970, Moab, Utah 84532.

PAUL L. HOWARD,
State Director.

[FR Doc.76-10692 Filed 4-13-76;8:45 am]

APPENDIX C:

RANGER DUTIES AND RESPONSIBILITIES

Ranger duties are categorized into three major areas: Sand Wash Ranger Station, river patrols, and the Price Office. These areas cover the major responsibilities that will be encountered.

Sand Wash Ranger Station:

Checks for compliance with the commercial and noncommercial permit stipulations and report noncompliance to the river manager. Dispenses information on proper river etiquette and serves as interperter of the physical and biological aspects of the river environment as necessary. Maintains the living facilities, campgrounds, and launch site in an orderly and clean condition. Keeps accurate records on trip logistics and reports them monthly to the river manager.

River Patrols:

Assures that the river is preserved in as natural condition as possible in regard to cleanup and sanitation (removal of litter and fire pits). Checks for compliance to the permit stipulations and reports all noncompliance. Dispenses information on river etiquette and interprets the physical and biological aspects of the canyon as requested. Monitors resource conditions i.e.: cultural, historical, biological, and physical resources. Documents and reports major changes or any adverse impacts on these resources. Takes authorized visitors on trips and serves as boatman and guide. Provides emergency assistance only when the capabilities of the river patrol to handle the situation exceed the capabilities of the group experiencing difficulty and understands that the county sheriff is the legal, responsible official in any search and rescue situation. In any situation requiring assistance not available on the river, the county sheriff would be notified and the ranger role would be limited to providing such notification and then giving assistance as requested by the sheriff.

Price Office:

Maintains all river equipment in an orderly, clean, and good condition. This includes the river storage shed. Organizes equipment and meals for river trips and cleans up after each trip. Recommends programs and submits ideas that will help solve problems. Serves as shuttle driver for other river trips as requested. Completes other administrative duties as assigned.

APPENDIX D:

YEARLY EQUIPMENT AND SUPPLY SUMMARY

In order to support the river management program, the following amounts are needed for replacement of equipment and supplies. This provides flexibility to respond to the day to day patrol and cleanup needs, as well as the capacity to respond to emergency situations. Approximate amounts are:

Supplies	$500 - $700
Major Equipment Replacement	$1,000

Personnel and Staffing

In order to properly support the program needs, the following personnel are needed:

		MM's
1 - Permanent River Manager*	(GS-9/11)	10
4 - Temporary Rangers (Boatmen)*	(GS-3/5)	24
2 - Temporary Rangers	(GS-3/4)	12
1 - Clerk	(GS-3/4)	8
		54

*Funded under current program.

Appendix C contains an expanded discussion of the duties and organization of the ranger program.

APPENDIX E:

USER VIEWS TOWARD CROWDING

The following excerpt concerning user views toward crowding was taken from a study commissioned by BLM, titled:

Westwater and Desolation Canyons:
Whitewater River Recreation Study
by
Richard Schreyer
Martin Nielson

College of Natural Resources
Utah State University
Logan, Utah 84322

Copies of the full study can be reviewed at BLM offices in Price and Moab, Utah.

TABLE I

How did you feel about the number you saw?	Number of people you saw: 0.5	6.10	11-25	26-50	51-100	Over 100	Total Column
Too Few People	3 (16.7)	1 (5.3)	3 (2.7)	8 (3.9)	4 (3.9)	0 (0.0)	19 (4.0%)
About the Right Number	14 (77.8)	14 (73.7)	74 (67.3)	100 (48.5)	35 (34.0)	4 (19.0)	241 (50.5)
Too Many People	1 (5.5)	4 (21.0)	33 (30.0)	98 (47.6)	64 (62.1)	17 (81.0)	217 (45.5)
Total Row %	18 (3.8)	19 (4.0)	110 (23.1)	206 (43.2)	103 (21.6)	21 (4.4)	477 (100%)

TABLE II

Answers to question, "What do you feel would be an acceptable number of people (groups) to see on the total trip?"

Number of People Acceptable	Responses	% of Response	Number of Group Acceptable	Responses	% of Response
0	24	5.8	0	25	5.9
1-5	21	5.1	1	96	22.6
6-10	44	10.7	2	108	25.4
11-25	101	24.6	3	48	11.3
26-50	86	20.9	4	27	6.4
51-100	26	6.3	5-6	15	3.6
101-200	3	0.7	7-9	7	1.6
Over 200	2	0.5	10-15	11	2.6
Makes no difference	104	25.3	Over 15	3	0.6
Total	411	100.0	Makes no difference	85	20.0
			TOTAL	425	100.0

USER VIEWS TOWARD CROWDING: ANALYSIS

Approximately 50 percent of the study respondents indicated they had seen about the right number, while 46 percent indicated that they had seen too many other people. Only 4 percent indicated that they had seen too few people on the trip. Nearly half of those individuals who reported seeing the "average" 26 to 50 other people felt that they had seen too many others, while 81% of those who saw more than 100 people felt that they had seen too many. Similar data indicates that about half of all users saw 4 or more other groups on the river, and that a majority of those who did see at least 4 other groups felt that they had seen too many.

Table II indicates the level of use, in terms of people and in terms of groups, that users thought would be acceptable. The data in this table reveals that of those respondents who reported a preference, a majority indicated that they would prefer to see less than 26 people or 3 other groups on the river (only 31% of users sampled actually did see less than 3 other groups). However, it is important that a substantial group of users indicated that it would make no difference how many other people or groups they saw.

Another indication of visitor perception of crowding and lack of opportunity for solitude is that 38% of the respondents camped near another party on one or more nights. Of these, approximately 25% said that it bothered them to have another party nearby, while 44% indicated that having another party nearby did not bother them, but that "they would have enjoyed it more if another party had not camped near them."

A final indication of user perception of crowding may be inferred from user attitudes toward possible management alternatives. In response to a question asking them to rank objectives for control of river use, users gave the most favorable response to "tight controls on the amount and distribution of use in order to insure a wilderness/solitude experience." They gave second place ranking to restrictions to avoid crowding on the river." An objective calling for restrictions only to prevent environmental damage ranked third, while the lowest ranking was given to no restrictions on river use. In similar fashion, users strongly supported more restrictive limits on maximum party size. Thirty-two percent of all users contacted suggested a maximum party size of 20 people or less. Another 21% favored a party size of 30 or less. One possible interpretation of these responses would be that users generally do want a wilderness/solitude experience on Desolation and Gray Canyons, and that they are willing to accept management restrictions in order to have it. The willingness to accept such restrictions may well be generated by a perception that they are needed to reduce problems already existing on the river.

APPENDIX F: GRAZING ALLOTMENTS

Grazing allotments along the Green River through Desolation and Gray Canyons are:

Green River Allotment - Preston Nutter Corporation (Basic Operation)

Allotment Number	Livestock No.	Class	Period From	To	Active AUM's
4049	1200	C	11/16	12/15	1080
4049	930	C	12/16	03/15	2511
4049	1130	C	03/16	04/15	1017
4049	1800	C	04/16	05/31	2430
4049	400	C	06/01	11/15	880
4049	121	C	06/01	11/15	666

Rock Creek Allotment - T. N. Jensen (Basic Operation)

4101	110	C	11/1	04/15	605
4101	300	C	04/16	10/31	585
4101	20	C	06/16	09/30	70
4101	37	C	06/01	10/31	185
4101	20	H	11/01	04/15	110
4101	20	H	04/16	10/31	39

Last Chance Allotment

River Allotment
Elliot Mountain Allotment - Jay Pagano (Basic Operation)

4042	1500	S	12/01	04/30	1500

(Has taken total nonuse for the last four years)

Price River Allotment - Edward Abbey (Basic Operation)

4125	10	C	05/16	09/15	40

Season of use occurs from March 1 to November 15. Yearly variations in livestock numbers range from complete nonuse to 935 sheep or 1800 cattle. This is during short, specific seasons of use. Only a small portion of the above allotments lie along the canyon bottoms of the Green River, as such, most of the use occurs away from the river bottoms.

APPENDIX G: BASELINE DATA GATHERING

A systematic program of baseline data gathering will be established, aimed at providing sound information on resource condition and trends.

Without solid data it becomes extremely difficult to evaluate the effects of current management practices, and to develop management responses to resolve problems. (The lack of this type of data has been a major constraint on this management plan. For example, if this type of data had been maintained over the last three to four years, it would have been possible to more accurately specify an appropriate maximum use limit.)

This action will involve contracting an environmental research organization to establish a data collection system, and to do the data gathering. Alternatively, BLM specialists could develop a data gathering system and instructions for river program personnel to obtain a usable level and quality of data. Procedures used will provide trend indications on the impacts of river use.

The alternative of "no action" is obviously available, but that would virtually be a management decision to allow a slow decline in environmental quality. The absence of solid data would make it increasingly difficult to make management decisions to preserve the natural environment in the face of growing use pressures.

APPENDIX H:

INFORMATION AND INTERPRETIVE PROGRAMS

An integrated program of public information, education and interpretation is an ongoing part of the river management program.

Users must be made aware of permit requirements, safety regulations and environmental protection requirements. Often they also need to be provided with information on how to comply with the requirements. Going beyond this there is also the need for information to enhance the user's enjoyment of his experience. A problem that can arise in providing all this information is that so much may be provided that the user is simply not able to assimilate it and may not even attempt to do so. An integrated approach to information, education and interpretation is needed to insure that the user is provided with essential information and not flooded with more than he is willing or able to utilize.

There are three essential elements needed. The first is a permit information package. This package should provide information on how to obtain a permit and to plan a trip, with an awareness of the safety and environmental protection requirements. This should be kept as brief as possible, and should not attempt to elaborate or provide nice-to-know information.

The second essential element of this program is a guide to the proper use of the river and its environment. This guide to "river etiquette" should tell the user how to make good use of the river with the least impact on the environment. It should discuss how to do such things as take care of human waste, handle trash and garbage, and generally behave so as to have the minimum impact on the enjoyment of other users. A small brochure on this subject is available to the public.

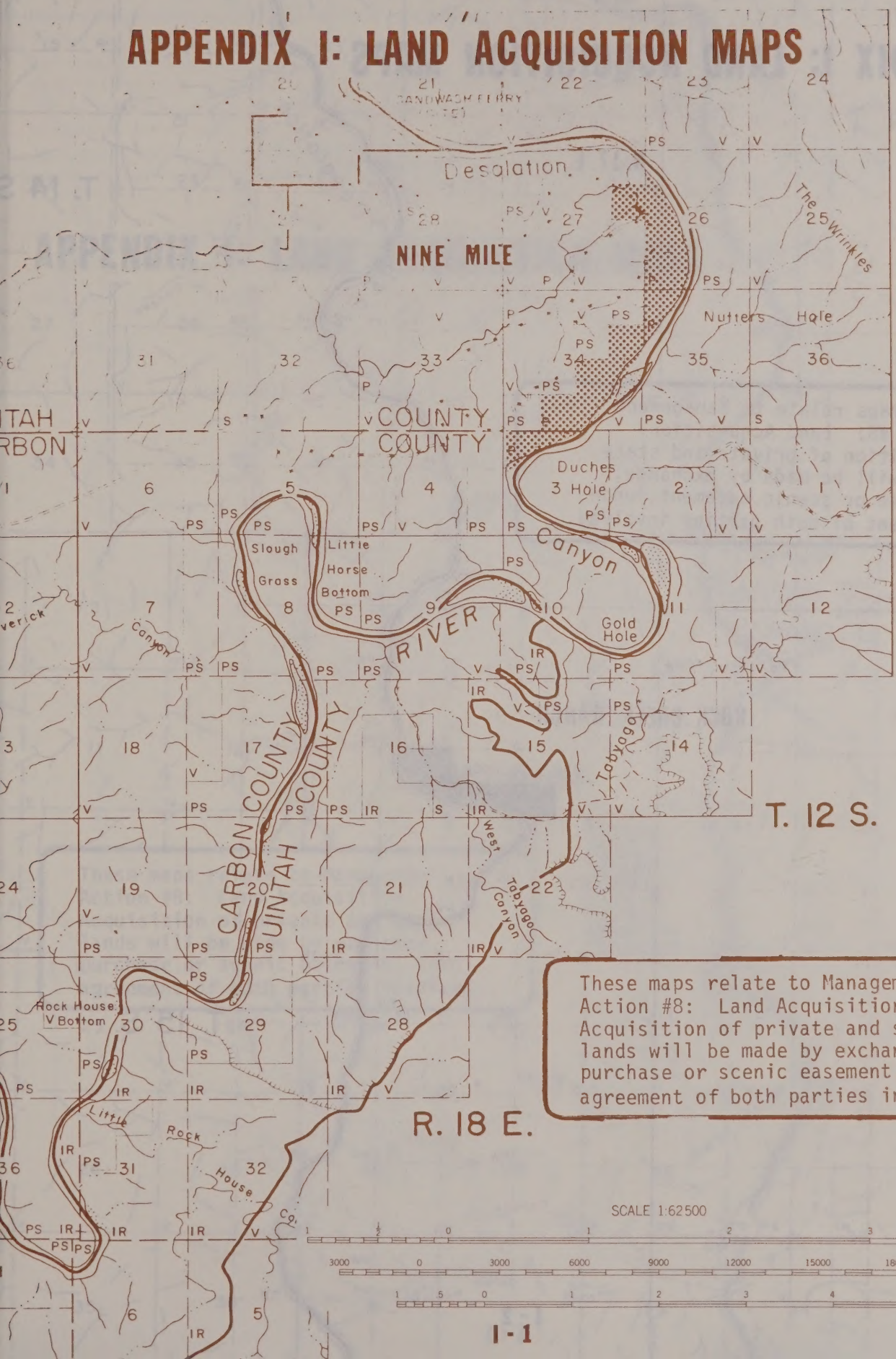
The third essential element is an interpretative guidebook for the river. This guidebook would provide basic information for planning and executing a successful trip, and it will emphasize interpretative information to enhance the visitor's enjoyment and understanding. For example, the guidebook could contain a brief review of the geology along with a short discussion of the processes that have created the canyons. Similarly, the commonly observed wildlife and plant species could be listed, with some pictured. Finally, there could be a discussion of the Indian cultures and history of the canyons. These and other topics could be tied together in a way that would promote an understanding of the canyon environment and encourage respectful use of the river resource.

These three basic elements of an information, education and interpretation package would provide a foundation for informal efforts by the river rangers. They could also suggest more detailed sources of information on topics that might be of interest.

Alternatives to the guidebook and brochure interpretative approach are generally not well suited to the resource or the user in Desolation Canyon. One approach that has been suggested would involve the construction of a major interpretative center at Sand Wash. This has major disadvantages in that the interpretative center would compete with the ranger's primary launch point job of conducting prelaunch inspections. It also has the serious drawback of providing the user with interpretative information at the start of his trip, rather than at points along the river where the information would be most useful to him. Intrepretative signing has also been suggested as an approach, with respect to historic and archaeological sites. However, signs would detract from the wilderness experience, and they are too site specific and limited. A well conceptualized brochure and guidebook approach will meet the informational and interpretative needs of both management and users.

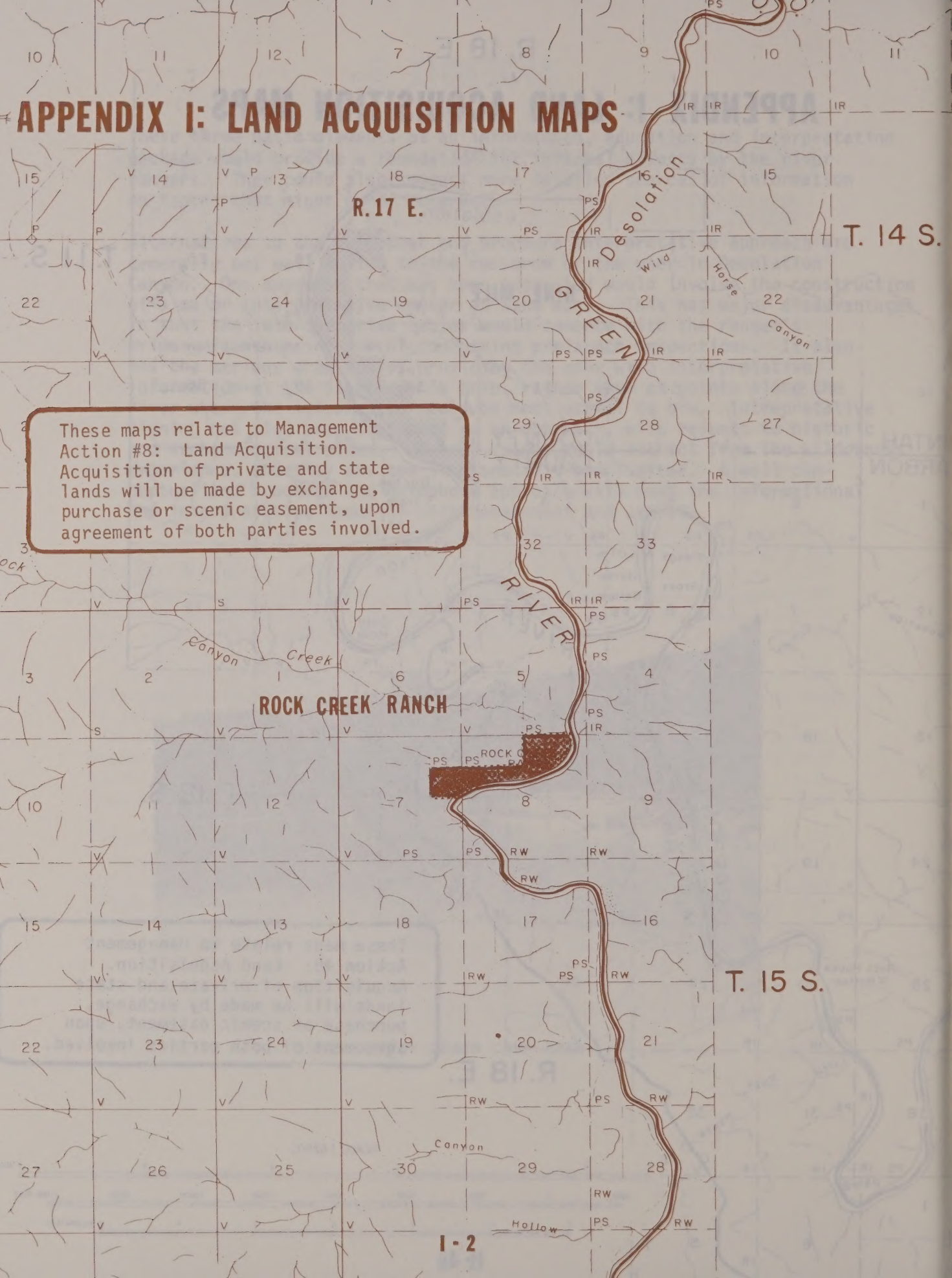
SMALL SANDY BEACH CAMP AREA

APPENDIX I: LAND ACQUISITION MAPS

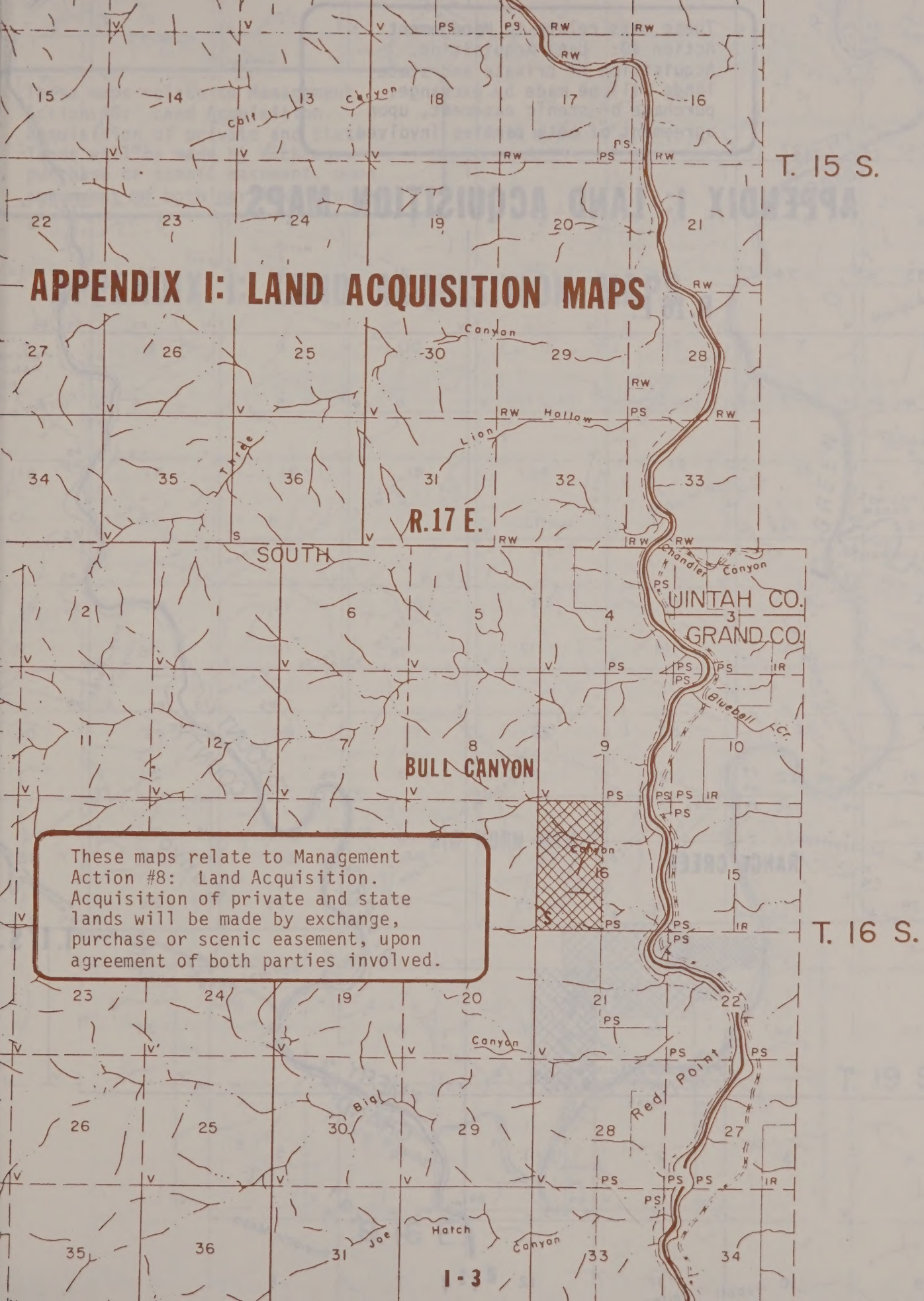


These maps relate to Management Action #8: Land Acquisition. Acquisition of private and state lands will be made by exchange, purchase or scenic easement, upon agreement of both parties involved.

APPENDIX I: LAND ACQUISITION MAPS


R.17 E.
T. 14 S.
T. 15 S.
GREEN RIVER
Desolation
Wild Horse Canyon
Canyon Creek
ROCK CREEK RANCH
ROCK C
RA
Canyon
Hollow
These maps relate to Management Action #8: Land Acquisition. Acquisition of private and state lands will be made by exchange, purchase or scenic easement, upon agreement of both parties involved.

APPENDIX I: LAND ACQUISITION MAPS



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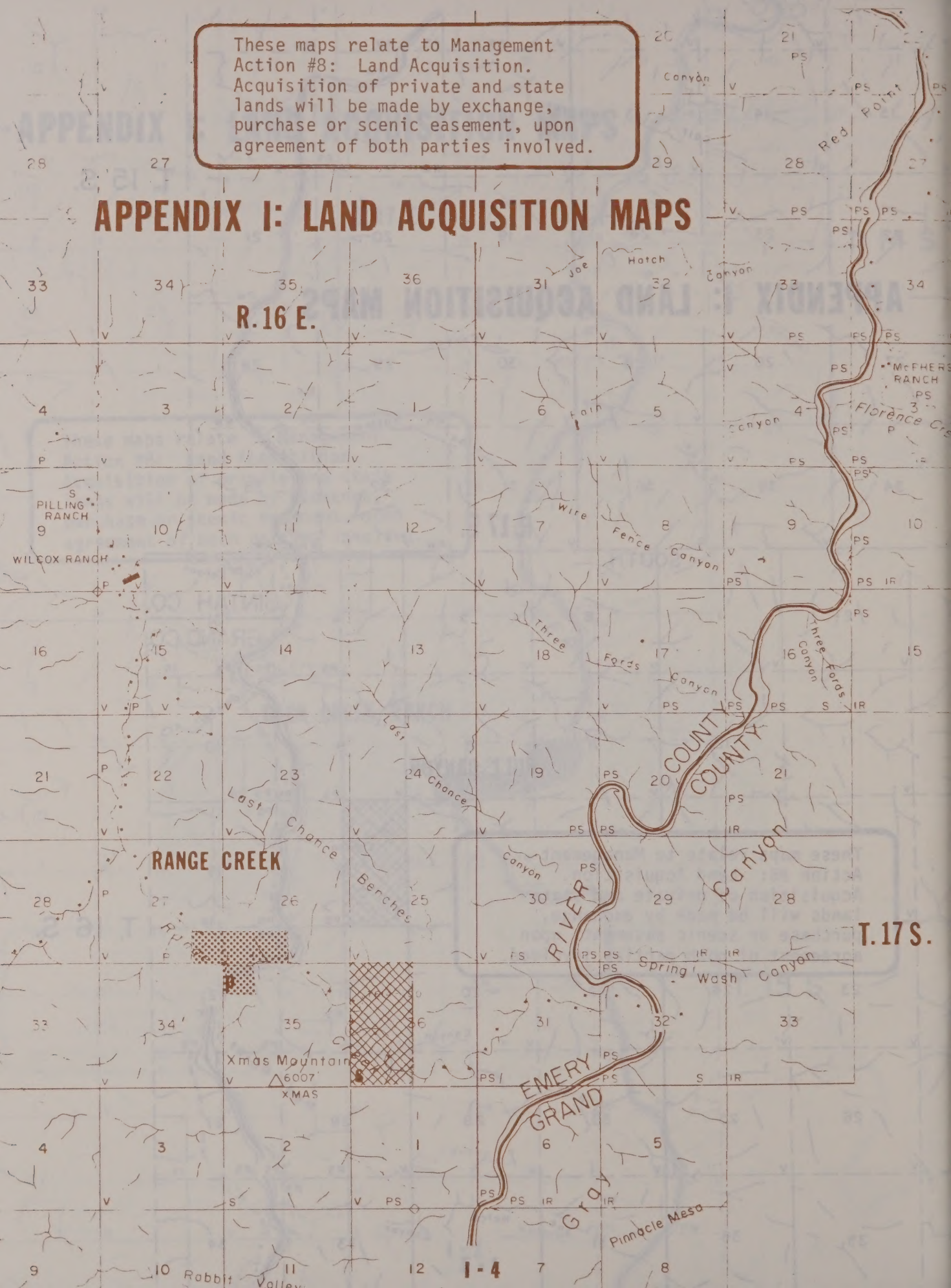
APPENDIX I: LAND ACQUISITION MAPS



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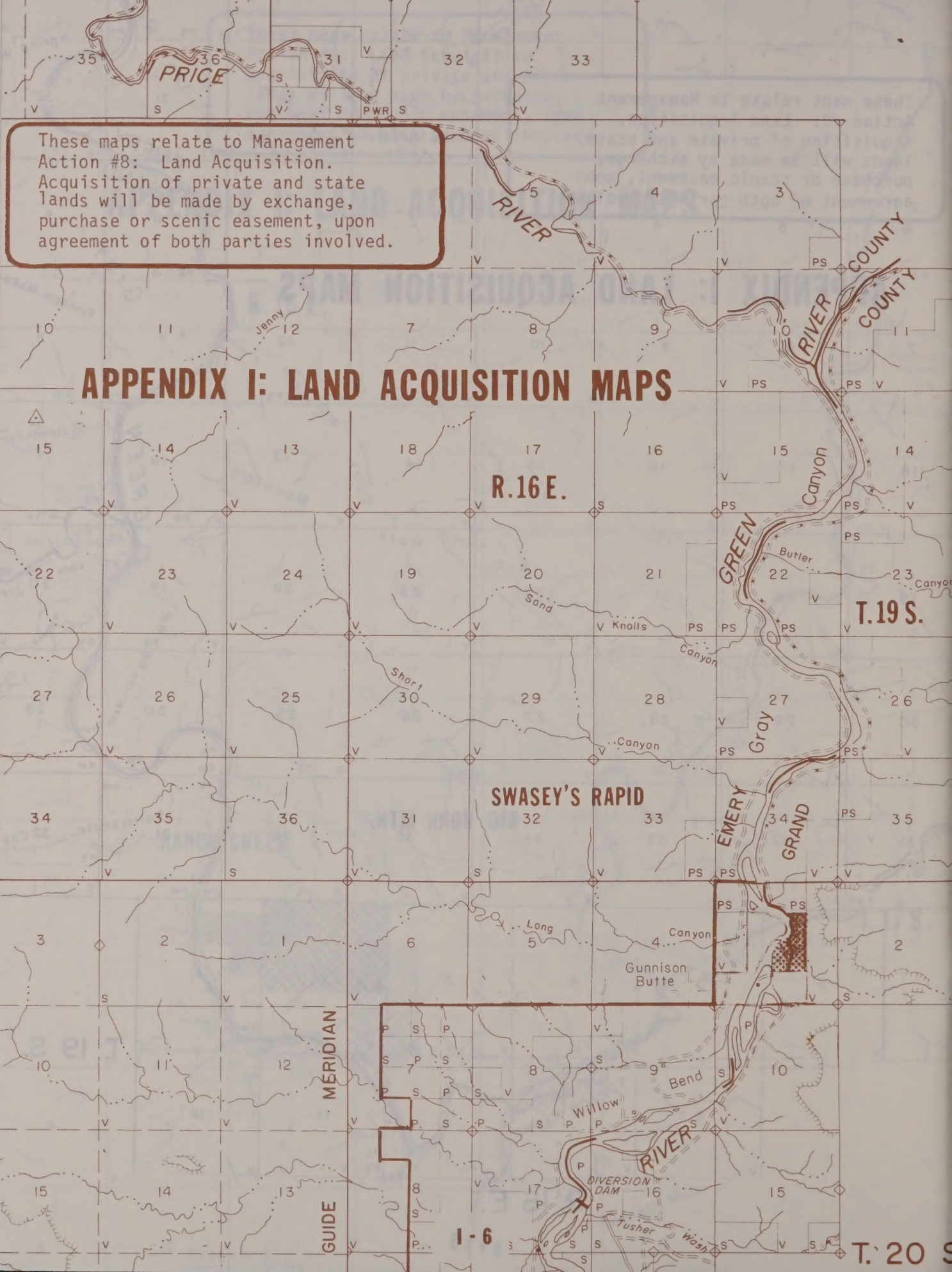
APPENDIX I: LAND ACQUISITION MAPS


These maps relate to Management Action #8: Land Acquisition. Acquisition of private and state lands will be made by exchange, purchase or scenic easement, upon agreement of both parties involved.
APPENDIX I: LAND ACQUISITION MAPS
PRICE
RIVER
COUNTY
COUNTY
RIVER
Jenny
R.16 E.
Canyon
GREEN
Butler
Canyon
T.19 S.
Sand
Knolls
Canyon
Short
Canyon
Gray
SWASEY'S RAPID
EMERY
GRAND
Long
Canyon
Gunnison Butte
MERIDIAN
Bend
Willow
RIVER
DIVERSION DAM
Tusher
Wash
GUIDE
I-6
T. 20 S

APPENDIX J: COOPERATIVE AGREEMENT

COOPERATIVE AGREEMENT
BETWEEN
THE SECRETARY OF THE NAVY
AND
THE SECRETARY OF THE DEPARTMENT OF THE INTERIOR
FOR
THE ADMINISTRATION OF SURFACE RESOURCES ON NAVAL OIL
SHALE RESERVES NOS. 1, 2, and 3

WHEREAS, by Executive Order dated December 6, 1916, as modified by Executive Order dated June 12, 1919, the President set apart as a Naval Oil Shale Reserve certain lands in the State of Colorado, known as Naval Oil Shale Reserve No. 1, Colorado No. 1; and

WHEREAS, by Executive Order dated December 6, 1916, as modified by Executive Order dated November 17, 1924, the President set apart as a Naval Oil Shale Reserve certain lands in the State of Utah, known as Naval Oil Shale Reserve No. 2, Utah No. 1; and

WHEREAS, by Executive Order dated September 27, 1924, the President set apart as a Naval Oil Shale Reserve certain lands in the State of Colorado, known as Naval Oil Shale Reserve No. 3, Colorado No. 2; and

WHEREAS, by virtue of the provisions of existing laws [10 U.S.C. § 7421 (Supp. V, 1964)] the Secretary of the Navy has jurisdiction and control over the lands comprising the aforesaid Naval Oil Shale Reserves; and

WHEREAS, the Secretary of the Navy and the Secretary of the Interior entered into a Cooperative Agreement on August 8, 1935, which agreement is hereby superseded, under which the aforesaid Naval Oil Shale Reserves have been administered in accordance with the provisions of the Taylor Grazing Act, as amended, 43 U.S.C. §§ 315-315r, for the purpose of the orderly conduct of livestock grazing operations under the direction of the Department of the Interior, Grazing Service, now Bureau of Land Management (hereinafter referred to as BLM); and

WHEREAS, the Secretary of the Interior is authorized under the Act of July 31, 1947, 61 Stat. 681, as amended, 30 U.S.C. §§ 601-04, under such rules and regulations as he may prescribe, to dispose of building stone and other surface materials, such as gravel, sand and locatable minerals, timber and other vegetative materials on public lands of the United States within the jurisdiction of his Department; and

WHEREAS, the Secretary of the Navy has determined that it would be in the public interest to provide for the orderly use, protection, and management of all surface resources on the Naval Oil Shale Reserves in the same manner as public lands administered by the Secretary of the Interior, subject always to the primary purpose of withdrawal; and

WHEREAS, in view of the foregoing premises and in order to more effectively manage the use and disposition of the surface resources on Naval Oil Shale Reserve lands, it is considered necessary to reach a mutual understanding between the two Departments as to the procedures to accomplish the foregoing purposes;

NOW, THEREFORE, it is hereby agreed between the Department of the Navy (acting by and through the Director, Naval Petroleum and Oil Shale Reserves, with the approval of the Secretary of the Navy) and the Department of the Interior (acting by and through the Director, Bureau of Land Management, with the approval of the Secretary of the Interior) as follows:

1. The Bureau of Land Management shall be recognized as the primary agency acting for the Secretary of the Navy responsible for the management of all surface resources, subject to Item No. 11 and other limitations herein contained, and subject always to the primary purpose of the withdrawal. Such surface resources shall include (a) domestic livestock grazing, (b) sale and disposition of vegetative materials, including timber, (c) sale and disposition of building stone, sand, gravel, and cinders, (d) water shed protection and development (c) fish and wildlife habitat and development, (f) fire protection, (g) recreation use and development as approved by the Secretary of the Navy, (h) road construction necessary for the above enumerated purposes, and (i) preservation of all other public values.

2. In cases where the BLM may deem it proper to obtain the assistance of other Federal or State agencies in carrying out its responsibilities for multiple use management of the surface resources, the BLM shall request such assistance directly upon first obtaining the concurrence of the Director, Naval Petroleum and Oil Shale Reserves.

3. In cases where an applicant's needs for the surface use of lands in the said Naval Oil Shale Reserves may be met by a lease, revocable use permit or license involving uses enumerated in Item 1 hereof, such instrument may be issued by the Bureau of Land Management without reference to the Office of Naval Petroleum and Oil Shale Reserves, but shall be impressed with a clause allowing cancellation at any time by the Secretary of the Navy, when, in his sole discretion he deems it in the best interests of the Navy Department to do so. A copy of all leases, permits and licenses will be furnished to the Office of Naval Petroleum and Oil Shale Reserves at the time of issuance.

4. In cases involving uses not enumerated in Item 1 hereof, or in which an applicant's needs for use of lands in said Reserves would be more appropriately met by the granting of rights-of-way, or similar interests in the land ordinarily not terminable at will, such use authorization may be granted only by the Secretary of the Navy. Requests therefor shall be forwarded to the Director, Naval Petroleum and Oil Shale Reserves.

5. Application for the sale and purchase of materials under the Act of July 31, 1947, 61 Stat. 681, as amended, 30 U.S.C. § 601, or for the use or disposal of surface resources in the said Reserves as provided by law, shall be processed in the same manner as for other public lands administered by the BLM, and no such materials shall be disposed of except under applicable law.

6. The Secretary of the Navy shall retain exclusive jurisdiction over all minerals within the said Oil Shale Reserves.

7. Except as provided in Item No. 8, expenditures by BLM which are necessary in connection with the management of the area covered by this Agreement shall be made from funds made available by the Secretary of the Navy. The BLM shall annually prepare a plan and a proposed budget of funds needed to properly carry out the resource management responsibilities under this Agreement. After receiving approval from the Office of Naval Petroleum and Oil Shale Reserves, such budget will become a part of the regular Navy Department Budget. When appropriated, such funds will be made available to the BLM for expenditure and accountability by reimbursable agreement.

8. As provided for in Item No. 1, the BLM shall be responsible for fire protection. Funds required for fire presuppression will be made a part of the budget as provided for under Item no. 7. Funds required for fire suppression will be provided by BLM under standard practice of requesting supplemental appropriations.

9. All correspondence, reports, recommendations, and statements of fact with respect to land uses and surface resources in said Shale Reserves shall be at all times available for inspection by the duly authorized representative of the Secretary of the Navy.

10. The Department of the Interior shall collect and deposit in the treasury all receipts accruing under the terms of any sale, license, lease or agreement for all surface resources properly allocated to lands in the said Oil Shale Reserves. The BLM will furnish to the Director, Naval Petroleum and Oil Shale Reserves an annual statement, as of June 30 each year, of the funds so collected and deposited.

11. This Agreement shall not be applicable to any lands of the Uintah-Ouray Indian Reservation, as extended by the Act of March 11, 1948, Ch. 108, 62 Stat. 72, which are located within the boundaries of Naval Oil Shale Reserve No. 2, Utah No. 1.

/s/ Robert H.B. Baldwin
Acting Secretary of the Navy

September 26, 1966

/s/ Stewart Udall
Secretary of the Interior

November 17, 1966

APPENDIX K: TYPICAL PRIVATE PERMIT STIPULATIONS

(EFFECTIVE IN 1979)

1. Check in with river rangers at launch sites for Westwater, Desolation-Gray, and San Juan Rivers.

2. Group Size Limits - Only one launch per group per day is allowed with a maximum group size of:
   Colorado River
   - Westwater - 25 People (Reservations Required)
   - Rose Ranch to Castle Creek - No Limit

   Green River
   - Desolation-Gray - 40 People

   San Juan - No Limit
   Dolores (Utah State Line to Confluence) - 25 People

3. State laws regarding boating safety must be complied with. The laws most applicable to BLM rivers are the following:
   a. Each person must wear a Type I,II,III or V Coast Guard approved personal floatation device at all times while on the river, and must be in serviceable condition at the time of launch. Type I or V are preferable.
   b. Each boat must have an extra set of oars, paddles, or a spare motor as applicable, and an extra life jacket.
   c. A bail bucket or bilge pump must be carried except for kayaks, sport yaks, or self-bailing inflatables.

4. A first aid kit, adequate for the size of group involved, must be carried.

5. A patching or repair kit must be on board each boat.

6. An air pump must be carried on all inflatable boats.

7. Litter of any kind may not be discarded in the rivers, along the shore, or in adjacent canyons. Burn or carry out all burnables. Carry out all unburnable material including cans, bottles, leftover food, egg shells, melon rinds, pop tops, cigarette butts, and foil base wrappers.

8. All trips must carry portable toilets. The only exception to this will be kayak, sport yak, or whitewater canoe trips without a support boat, and daily trips on Westwater. All portable toilet waste must be carried out of Westwater Canyon and desposited in an authorized sewage disposal. On other rivers if toilet waste is buried, it will be done in a hole at least 2 feet deep and ten feet above the water line, 100 feet laterally from high water line, and 300 feet from any camping area. If chemicals are used, they must be biodegradable.

9. Fire pans or blankets must be used for all campfires. Carry out unburned charcoal or deposit in main current of river. All unburnable litter must be removed from the fire pan before charcoal is put in the river. Build fires only below high water line away from any vegetation or combustible material. If fires are built, use only driftwood from along the riverbank below high water line. Do not cut or burn live trees or standing dead trees and snags.

10. Wash dishes away from the river and use only biodegradable soap. Do not bathe or wash in any tributary stream.

11. Do not remove, damage, or destroy any archaeological, historical, or ecological resource. To do so is a violation of both federal and state law.

APPENDIX K:

TYPICAL COMMERCIAL PERMIT STIPULATIONS

(EFFECTIVE IN 1979)

Requirements Relating to Employment and Service to the Public

I. DISCRIMINATION

A. EMPLOYMENT: During the performance of this permit, the permittee agrees as follows:

(1) The permittee will not discriminate against any employee or applicant for employment because of race, color, religion, sex, or national origin. The permittee will take affirmative action to insure that applicants are employed and that employees are treated during employment without regard to their race, color, religion, sex, or national origin. Such action shall include, but not be limited to, the following: Employment upgrading, demotion or transfer, recruitment, or recruitment advertising, layoff or termination; rates of pay or other forms of compensation; and selection for training, including apprenticeship. The permittee agrees to post in conspicuous places, available to employees and applicants for employment, notices to be provided by the Secretary setting forth the provision of this nondiscrimination clause.

(2) The permittee will, in all solicitations or advertisements for employees placed by or on behalf of the permittee, state that all qualified applicants will receive consideration for employment without regard to race, color, religion, sex, or national origin.

(3) The permittee will send to each labor union, representative, or workers with which the permittee has a collective bargaining agreement or other contract or understanding, a notice, to be provided by the Secretary, advising the labor union or workers' representative of the permittee's commitments under Section 202 of Executive Order No. 11246 of September 24, 1965, as amended by Executive Order No. 11375 of October 13, 1967, and shall post copies of the notice in conspicuous places available to employees and applicants for employment.

(4) The permittee will comply with all provisions of Executive Order No. 11246 of September 24, 1965, as amended by Executive Order No. 11375 of October 13, 1967, and of the rules, regulations, and relevant orders of the Secretary of Labor.

(5) The permittee will furnish all information and reports required by Executive Order No. 11246 of September 24, 1965, as amended by Executive Order 11375 of October 13, 1967, and by the rules, regulations, and order of the Secretary of Labor, or pursuant thereto, and will permit access to the

permittee's books, records, and account by the Secretary and the Secrtary of Labor, for purposes of investigation to ascertain compliance with such rules, reulations, and orders.

(6) In the event of the permittee's noncompliance with the nondiscrimination clauses of this permit or with any of such rules, regulations, or orders, this permit may be cancelled, terminated, or suspended in whole or in part, and the permittee may be declared ineligible for further government permits or contracts in accordance with procedures authorized in Executive Order No. 11246 of September 24, 1965, as amended by Executive Order No. 11375 of October 13, 1967, and such other sanctions may be imposed and remedies invoked as provided in Executive Order No 11246 of September 24, 1965 as amended by Executive Order No. 11375 of October 13, 1967, or by rule, regulation, or order of the Secretary of Labor, or as otherwise provided by law.

(7) The permittee will include the provisions of paragraphs (1) through (7) in every subcontract or purchase order unless exempted by rules, regulations, or orders of the Secretary of Labor issued pursuant to Section 204 of Executive Order No. 11246 of September 24, 1965, as amended by Executive Order No. 11375 of October 13, 1967, so that such provisions will be binding upon each subcontractor or vendor. The permittee will take such action with respect to any subcontract or purchase order as the Secretary may direct as a means of enforcing such provisions, including sanctions for noncompliance. Provided, however, that in the event the permittee becomes involved in, or is threatened with, litigation with a subcontractor or vendor as a result of such direction by the Secretary, the permittee may request the United States to enter into such litigation to protect the interests of the United States.

B. CONSTRUCTION, REPAIR, AND SIMILAR CONTRACTS: The preceding provision, A (1) through (7), governing performance of work under this permit, as set out in Section 202 of Executive Order No 11246 dated September 24, 1965, as amended by Executive Order No. 11375 of October 13, 1967, shall be applicable to this permit and shall be included in all contracts executed by the permittee for the performance of contraction, repair, and similar work contemplated by this permit, and for that purpose, the term "permit" shall be deemed to refer to this instrument and to contracts awarded by the permittee and the term "permittee" shall be deemed to refer to the permittee and to contractors awarded contracts by the permittee.

C. FACILITIES: (1) Definitions: As used herein: (i) permittee shall mean the permittee and its employees, agents, lessees, sublessees, and contractors, and the successors in interest of the permittee; (ii) facility shall mean any and all services, facilities, privileges, and accommodations, or activities available to the general public and permitted by this agreement.

(2) The permittee is prohibited from: (i) publicizing facilities operated hereunder in any manner that would directly or inferentially reflect upon or question the acceptability of any person because of race,

color, religion, sex, or national origin: (ii) discriminating by segregation or other means against any person because of race, color, religion, sex, or national origin in furnishing or refusing to furnish such person the use of any such facility.

(3) The permittee shall post a notice in accordance with Federal regulations to inform the public of the provisions of the subsection at such locations as will insure that the notice and its contents will be conspicuous to any person seeking accommodations, facilities, services, or privileges. Such notice will be furnished the permittee by the Secretary.

(4) The permittee shall require provisions identical to those stated in subsection C herein to be incorporated in all of the permittee's contracts or other forms of agreement for use of land made in pursuance of this agreement.

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II. Special Conditions (43 CFR 2920.3(b) and 6263.5(b))

A. General (43 CFR 2923.4-2)

(1) With respect to the regulation by any competent public authority of the service to be rendered by the permittee, or the price to be charged, and with respect to any purchase, condemnation, or taking of the properties of business of the permittee, in whole or in part, by the United States, by any state in which such properties are situated or in which business in carried on, or by any municipal corporation of such state; no value whatsoever shall at any time be assigned to nor claimed for the permit, or for the occupancy or use of Federal lands granted thereunder. The permit of such occupancy and use is not to be considered as property on which the permittee shall be entitled to earn or receive any return, income, price or compensation whatsoever.

(2) The granting of this permit does not constitute in any way a commitment by the BLM to continue authorization of the permitted use beyond the permit period which, unless expressedly stated otherwise, is one (1) calendar year. Renewal preference will be granted to previous permittees in accordance with 43 CFR 2920.3.

(3) The permittee agrees to honor conditions of use on private lands imposed by the respective private land holders.

(4) The permittee, in his advertisements, signs, statements, circulars, brochures, letterhead, and like materials, both oral and written, must not misrepresent in any way either the accommodations provided, the status of its permit, or the area covered by it or tributary thereto. Prior approval of advertising may be required by the BLM. Permittee shall not use advertising that attempts to portray or represent them as agents of the Bureau of Land Management, or to use Bureau of Land Management symbols, seals or other items of identity.

(5) Violation by the permittee of any of the provisions or special conditions of this permit, or BLM, State or Coast Guard laws and regulations, are grounds for the institution of termination procedures as described below. (43 CFR 2920.3(a)). (Copies of the State boating laws and regulations can be obtained from the Utah Division of Parks and Recreation, 1596 West North Temple Street, Salt Lake City, Utah 84116, Phone 801-328-6011). The BLM reserves the right to terminate all operations under this permit, without compensation, if required for the protection of health, safety or natural resources, or if required by judicial or

statutory mandate. In case of the specific violation of any provision or special condition of this permit or any otherwise unsatisfactory performance by the permittee under this permit, the BLM may terminate this permit by the following procedures:

(a) The BLM will give to the permittee written notice specifying the particulars of the alleged violations or unsatisfactory performance.

(b) Within thirty (30) days after receipt by the permittee of such notice, the BLM will grant to the permittee an opportunity to be heard upon the charges.

(c) If the BLM decides that there has been a violation or unsatisfactory performance within a reasonable period of time fixed by the BLM, the BLM may declare this permit terminated and revoke all privileges thereunder upon such date or upon such contingency as it may deem proper to protect the public interest.

(6) The permittee must not employ or retain in its service any person declared by the BLM to be unfit for such employment or otherwise objectionable.

(7) Any property of permittee left unattended on BLM administered lands for thirty(30) days will be considered abandoned and will become the property of the United States without compensation to the permittee, or, at the option of the BLM, will be removed and delivered to the permittee at the permittee's expense.

(8) Nothing in this permit is to be construed to authorize the permittee to erect, construct, or place any building, structure, or other fixture on lands subject to this permit. Any use of lands is subject to the condition that upon leaving the lands, the lands must be restored after each use as nearly as possible to preexisting natural conditions.

(9) No member of, or delegate to, Congress or Resident Commissioner shall be admitted to any share or part of this permit or to any benefit that may arise herefrom, but this restriction shall not be construed to extend this permit if made with a corporation or company for its general benefit.

B. Financial

(1) The permittee may, subject to permission by the BLM, grant complimentary or reduced rates under such circumstances as are customary in businessess of the character conducted hereunder.

(2) The permittee may be required to furnish the BLM a schedule of prices for sales and services authorized by the permit.

(3) The permittee must maintain such accounting records as may be prescribed by the BLM. It must submit annually, as soon as possible but no later than sixty (60) days after the 31st of December, a report for the preceding year, giving such information about its business and operations under this permit as may be prescribed by BLM. Such reports will relate only to the operations covered by this permit. The BLM retains the right to verify all such reports from the books, correspondence, memoranda, and other records of the permittee, and of the records pertaining thereto of a proprietary or affiliated company, if any, during the period of the permit, and for such time thereafter as may be necessary to accomplish such verification.

(4) The Comptroller General of the United States or any of his duly authorized representatives shall, until the expiration of five (5) calendar years after the close of the business year of the permittee, have access to and the right to examine any of its pertinent records.

(5) A passenger day (P/D) is one commercial passenger, paying or nonpaying, except as noted below, on the river for one calendar day or a portion thereof. Crewmen are not included in passenger day computations. The fee rate payable in advance to the BLM is $75 per 100 passenger days, or a fraction thereof. "Daily" trips on the Colorado River (Rose Ranch to Castle Creek) and the Green River (Nefertiti Rapid to the Diversion Dam) will be charged at the rate of $50 per 100 passenger days. Trips by permittees for the purpose of training boatmen and crew will not count against the passenger day allocation except that any person who is not a boatman or trainee will count against the allocation. Trips taken by a permittee where no fees are charged will be counted as noncommercial and not count against the passenger day allocation when advance approval is obtained from the BLM. Paying passengers on trips prior to May 1st or after September 30th, whether on training trips or regular trips, will not count against allocations but will require payment of additional fees at the regular rate.

(6) No refunds will be made for unused passenger days except in cases of emergency or extreme conditions. In such cases, the permittee must file a written statement explaining the details of such situation and the amount of refund requested. Specifically, no refunds will be made for reasons of low water since this is an annual occurrence on all of the rivers used under the authority of this permit.

(7) The permittee must require its employees to observe a strict impartiality as to rates and services, and in all circumstances to exercise courtesy and consideration in their relations with the public.

(8) Costs for emergency evacuation of passengers on a river trip authorized by this permit must be paid by the permittee or passenger. These costs will not be paid by the BLM.

(C) Insurance

(1) The permittee must carry public liability, employee liability, and other insurance against such hazards as is customary among prudent operators of similar businesses under comparable circumstances, and such insurance coverage must include the provisions described below:

(a) Such insurance must name the United States as a coinsured and provide for specific coverage of the permittee's contractually assumed obiligation to indemnify the United States.

(b) The permittee must include an authenticated copy of its insurance policy with the application for permit. If the insurance policy terminates during the period of the permit, the permittee is required to send a copy of the renewal or new policy to the BLM. Failure to do so will be cause for BLM to initiate termination of a permit.

(c) The policy must contain a specific provision or rider to the effect that the policy cannot be cancelled or its provisions changed or deleted without thirty (30) days written notice to the BLM.

(d) The permittee also agrees to indemnify and hold harmless the United States with respect to causes of action related to the adequacy of safety standards and equipment imposed or required by the BLM pursuant to the issuance of a permit.

(e) In the event that the permittee's insurance policy is cancelled, the permit will be terminated according to the procedures in Part A (5) above.

D. Transfers and Ownership

(1) No transfer or assignment by the permittee of this permit or of any part thereof or interest therein, directly or indirectly, voluntary or involuntary, including but not limited to the assignment or transfer or stock, shall be made unless such

transfer or assignment is first approved in writing by the BLM. In the event of default on any mortgage or other indebtedness, wherein the creditor may succeed to the interest of the permittee in permittee assets, such creditor does not thereby acquire the passenger day allocations or any other interest in the permittee's permit. Permittee must not sublet or enter into any third party agreement involving the privileges authorized by this permit, and violation hereof may be the subject of a trespass action under 43 CFR 9230. Termination procedures may be applied in accordance with Part A (5).

(2) The permittee, if a corporation, partnership, limited partnership or association, must furnish the BLM a list of officers and directors of the corporation and their addresses and/or a certified list of the corporate stockholders and amount of stock owned by each. The permittee, if a corporation, partnership, limited partnership or association, must also notify the BLM within fifteen (15) days of changes listed below:

(a) Names of officers appointed or terminated.

(b) Names of stockholders who acquire stock shares causing their ownership to exceed 50 percent of shares issued or who otherwise acquire controlling interest in the corporation.

E. Use Data - Passenger Day Requirements

(1) The permittee is required to file a notification of each proposed river trip with the appropriate River Ranger, Area Manager, or District Manager prior to the trip. It is important that these forms be filled out completely and accurately as they are the basis for future management. Prior reservations for specific dates are required for Westwater this year. Trip schedules must be confirmed by letter from the Grand Resource Area Manager at Moab.

It is the responsibility of the permittee to notify the Area Manager at Moab, Utah of any changes or cancellations of trips on Westwater at least 5 days in advance. Failure to do so may result in your being charged ten (10) passenger days use on the date of your reservation. Notification of river trips or cancellation of a trip may be given as follows:

(a) Green River in Desolation-Gray Canyons notify:

Price River Resource Area Manager
P O Box AB
Price, Utah 84501 (801) 637-4584
or River Ranger at Sand Wash

(b) Colorado River in Westwater Canyon, Colorado River from Rose Ranch to Castle Creek and Dolores River in Utah notify:

Grand Resource Area Manager
Sand Flats Road
P O Box M
Moab, Utah 84532 (801) 259-6111
or River Ranger at Westwater

(c) San Juan River above Mexican Hat notify:

San Juan Resource Area Manager
P O Box 7
Monticello, Utah 84535 (801) 587-2201

(2) Representatives of federal agencies must be allowed to accompany trips authorized by this permit for inspection and other administrative purposes approved by the BLM. Full price as is customary for regular passengers may be charged for this service. Passengers under this provision will not count against the permittee's passenger day allocation.

(3) Passenger day allocations in future years may be reduced by the following formula: beginning January 1, 1974, if all or part of a permittee's annual passenger day allocation is not used during two or more consecutive years, the BLM reserves the right to reduce future yearly allocations up to but not exceeding the average amount not used during the two or more consecutive year period. This provision shall not apply to situations where allocations are not used as a result of river closure, exceptionally dangerous river conditions, lack of adequate water flow, or other conditions, natural or governmental, existing beyond the permittee's control. Notwithstanding the above, the BLM reserves the right to change passenger day allocations proportionately among the existing permittees in the event the BLM, in its sole discretion, determines that a river segment can support more or less passenger days than are then currently being allocated to commercial permittees.

F. Environmental and Resource Protection

(1) Limitations on passengers per group are as follows:

(a) Colorado River, Westwater - 25

(b) Green River, Desolation-Gray - 40

c) Dolores River - 25

(d) San Juan - no limit

(e) Colorado River, Rose Ranch to Castle Creek - no limit

(2) Except when kayaks, white water canoes, and sportyaks are used without a support boat, all trips will be required to take portable toilets. On Westwater Canyon trips, portable toilets used must be capable of carrying all human waste out of the canyon. Exception to this will be one day trips on Westwater. No dumping is allowed. For trips on other river segments under this permit where the portable toilet must be dumped, the following procedures will be required: The waste from toilets must be carried to an area not normally used for camping, and buried in a hole with at least two feet of soil cover, six feet above high water line, more than fifty feet laterally from high water shoreline. If possible, keep toilet paper separate and burn it. Burning of toilet paper will be done away from vegetation to keep the fire from escaping. Powdered toilet deodorants and disinfectants used must be biodegradable.

(3) Permittees who use sanitation equipment which is not of the above design must obtain approval of the BLM. Cat holes and slit trenches, with the exceptions listed in (2) above, will not be allowed. Total carry out of all solid human waste is recommended.

(4) CANS, RUBBISH, and other TRASH MAY NOT BE DISCARDED OR BURIED in the water or along shores on side canyons. All burnable material must be completely burned or carried out. Liquid garbage such as coffee, soft drinks, etc., must be put into the mainstream of the river. Wet garbage such as egg shells, orange peels, left over solid food, bones, melon rinds, etc., must be carried out. Special attention must be given to pop tops and cigarette butts as they are a serious problem at some of the regularly used campgrounds and must be carried out.

(5) Use only biodegradable soaps. Washing or bathing is only permitted in the rivers and not in side canyons. Washing in Westwater Canyon, Beaver Creek, Chandler Creek Rock Creek or Range Creek or Desolation-Gray Canyons.

(6) When campfires or cooking fires are built, permittee must use driftwood or charcoal briquettes. Gathering wood from trees above high water line, whether dead or alive, is prohibited. A METAL FIRE PAN or a FIRE BLANKET will be used for all fires. Fires will be allowed to burn down to ashes. Any remaining charcoal must be either deposited in the mainstream of the river or carried out of the canyon.

(7) The permittee will be responsible to insure that historical, archaeological, cultural, or ecological values are not damaged, destroyed, or removed by any participants of trips authorized by this permit. Permittee shall abate any condition created by the permittee which may cause harm or damage to any person, structure, property, land, stream or wildlife.

(8) Permittees using Desolation-Gray Canyon will not camp at Rock Creek above the confluence of the creek with the river. This site has received heavy impact in the past. This will protect the resources, reduce littering and human waste disposal problems.

G. Safety and Equipment

(1) The permittee shall provide the equipment, facilities, and services which the BLM requires or recommends in order to serve the public in a safe and efficient manner. In providing the above mentioned safety items, the permittee and its boatmen and crew, as a condition of this permit, shall be knowledgeable of the requirements of the Utah State Boating Act (Utah Code Ann. 73-18-1 et. seq.), and State and Coast Guard boating regulations particularly in regard to safety. The permittee will also insure that all trips are run in compliance with those laws and regulations.

(2) The following equipment and procedures are required by State law, and BLM river rangers will be checking to insure that required equipment is available in serviceable condition and is being used in accordance with required safety procedures. Failure to provide and use safety equipment and follow safety procedures will be cause for disciplinary action on this permit, involving possible cancellation or reducing of passenger days use.

(a) An extra oar on oar powered craft or paddle on paddle craft or a spare motor is required on all river trips authorized by this permit.

(b) Bailing buckets or bilge pumps are required for all boats less than 26 feet in length and are recommended for inflatable boats larger than 26 feet in addition to the bilge pump required by State law.

(c) All persons on a river trip authorized by this permit will be required while on the river to wear at all times a Type I or Type V personal floatation device except on designated flat water as defined in the Utah State Boating Act as amended.

(d) Any accident involving property damage (in excess of $100.00), personal injury, or death must be reported to the Utah Division of Parks and Recreation according to State law. A copy of that report will be supplied to the BLM within ten (10) days of the accident.

(e) All boatmen must be licensed apprentices or full boatmen as provided under the Utah State Boating Act (73-18-1 et seq.).

(3) The following equipment and procedures are not required but are strongly recommended for use in commercial float boating operations:

(a) A major first aid kit should be carried on all river trips. Smaller kits should be available on all boats on each trip exclusive of the boat carrying the major kit. Air splints should be a part of the major first aid kit.

(b) Emergency signaling such as a U.S. Air Force Signal Mirror and a set of signal panels (3' x 10') or equivalent with one signal panel international orange and the other white should be carried. In the event of an emergency, a cross or X is made with the signal panels to signify that help is needed.

(c) Spare motor parts should be available on motorized trips.

(d) A suitable patch and/or repair kit should be present aboard each boat on any river trip.

(e) For inflatable boats, an air pump should be present on each boat that is capable of inflating the boat, after making emergency repairs, or capable of replenishing normal loss of air.

(f) Extra ropes for bowlines and lashing gear should be available.

(g) A set of maps for the river being run should be carried on each trip. Maps should be USGS topography maps or equivalent.

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FOR MORE INFORMATION REGARDING THIS PLAN OR THE BUREAU OF LAND MANAGEMENT YOU MAY WRITE TO ONE OF THE FOLLOWING ADDRESSES:

Bureau of Land Management
Price River Resource Area
P. O. Drawer AB
Price, Utah 84501
801-637-4584

Bureau of Land Management
Moab District Office
P. O. Box 970
Moab, Utah 84532
801-259-6111

As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interests of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.

The Department of the Interior's Bureau of Land Management is the principal administrator of public lands, which are mostly in the 11 Western States and Alaska. In Utah, BLM has responsibility for nearly 23 million acres or 43% of the land area. The Bureau administers these lands for recreation, wildlife, minerals, wood, water, forage and the preservation of environmental and cultural values, under principles of multiple use.

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